DOCUMENT RESUME

ED 319 491 PS 018 773

TITLE	Hearing on H.R. 3, Early Childhood Education and Development Act. Hearing before the Committee on Education and Labor, House of Representatives. One Hundred First Congress, Second Session (San Francisco, California, January 19, 1990).
INSTITUTION	Congress of the U.S., Washington, D.C. House Committee on Education and Labor.
PUB DATE	90
NOTE	173p.; Serial No. 101-72. Contains some pages of small and broken type.
AVAILABLE FROM	Superintendent of Documents, Congressional Sales Office, U.S. Government Printing Office, Washington, DC 20402 (Stock No. 552-070-08002-3, $5.00).
PUB TYPE	Legal/Legislative/Regulatory Materials (090)
EDRS PRICE	MF01/PC07 Plus Postage.
DESCRIPTORS	*Community Programs; *Day Care; *Drug Education; Early Childhood Education; Family Day Care; Federal Government; *Federal Legislation; Financial Support; Government Role; Hearings; *State Programs
IDENTIFIERS	Business Role; *California; California (San Francisco); Congress 101st; Project Head Start

ABSTRACT

In the first in a series of regional hearings, the House Education and Labor Committee met in San Francisco to receive testimony concerning child care issues bearing on H.R. 3, the Early Childhood Education and Development Act. The legislation, which builds on programs of proven effectiveness, such as Head Start and early childhood education, provides states with funding for direct services for child care. The bill also provides funds for improving quality, salaries, and other compensation, and resources for training, monitoring, and enforcement. Appearing before the committee were two panels and several individuals who testified on: (1) child care in California and the need for a comprehensive national policy; (2) the federal role; (3) corporate child care services; (4) related issues before Congress; (5) a unique drug education project in public housing that gives mothers recovering from crack use a safe haven which allows them to rehabilitate themselves and retain custody of their children; (6) support for the bill from the American Federation of State, County, and Municipal Employees; (7) day care programs in San Francisco; (8) resource and referral programs in California; (9) the National Child Care Staffing Study; and (10) support for the bill from the California Alliance for Better Child Care. (RH)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED319491

PS

HEARING ON H.R. 3, EARLY CHILDHOOD EDUCATION AND DEVELOPMENT ACT

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
X This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

HEARING

BEFORE THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

HEARING HELD IN SAN FRANCISCO, CA, JANUARY 19, 1990

Serial No. 101-72

Printed for the use of the Committee on Education and Labor

BEST COPY AVAILABLE

U.S. GOVERNMENT PRINTING OFFICE
26-622 WASHINGTON : 1990

For sale by the Superintendent of Documents, Congressional Sales Office
U.S. Government Printing Office, Washington, DC 20402

PS 016773

COMMITTEE ON EDUCATION AND LABOR

AUGUSTUS F. HAWKINS, California, *Chairman*

WILLIAM D. FORD, Michigan
JOSEPH M. GAYDOS, Pennsylvania
WILLIAM (BILL) CLAY, Missouri
GEORGE MILLER, California
AUSTIN J. MURPHY, Pennsylvania
DALE E. KILDEE, Michigan
PAT WILLIAMS, Montana
MATTHEW G. MARTINEZ, California
MAJOR R. OWENS, New York
CHARLES A. HAYES, Illinois
CARL C. PERKINS, Kentucky
THOMAS C. SAWYER, Ohio
DONALD M. PAYNE, New Jersey
NITA M. LOWEY, New York
GLENN POSHARD, Illinois
JOLENE UNSOELD, Washington
NICK JOE RAHALL II, West Virginia
JAIME B. FUSTER, Puerto Rico
PETER J. VISCLOSKY, Indiana
JIM JONTZ, Indiana
KWEISI MFUME, Maryland

WILLIAM F. GOODLING, Pennsylvania
E. THOMAS COLEMAN, Missouri
THOMAS E. PETRI, Wisconsin
MARGE ROUKEMA, New Jersey
STEVE GUNDERSON, Wisconsin
STEVE BARTLETT, Texas
THOMAS J. TAUKE, Iowa
HARRIS W. FAWELL, Illinois
PAUL B. HENRY, Michigan
FRED GRANDY, Iowa
CASS BALLENGER, North Carolina
PETER SMITH, Vermont
TOMMY F. ROBINSON, Arkansas

CONTENTS

	Page
Hearing held in San Francisco, CA, January 19, 1990	1
Statement of:	
Beeson, Lynne, Coordinator, San Francisco Mayor's Office of Child Care; Marianne O'Hare, President, California Resource and Referral Network; Patty Siegel, Coordinator, California Alliance For Better Child Care; and Marcy Whitebook, Executive Director, Child Care Employee Project, Oakland, California	119
Fite, John and Bonnie	159
Honig, Bill, Superintendent of Public Instruction, Sacramento, California	78
Proett, Paul, Manager of Family Services, Apple Computer	72
Riles, Wilson, President, Riles & Associates	45
Roan, Diana, Director, Plaza East Head Start Program, accompanied by Camilla Colbert, Head Start parent and Cassandra Ester	91
Shores, Charlene, Treasurer, Council District 57 and President, Local 829, American Federation of State, County and Municipal Employees, and George Popyack, Director, AFSCME District Council 57 and International Vice President of AFSCME	113
Watson, Hon. Diane, California State Senate, 28th District	4
Prepared statements, letters, supplemental materials, et cetera:	
Austin, Glenn, M.D., prepared statement of	164
Beeson, Lynne, Coordinator, San Francisco Mayor's Office of Child Care, prepared statement of	123
Hawkins, Hon. Augustus F., a Representative in Congress from the State of California, prepared statement of	3
Honig, Bill, Superintendent of Public Instruction, Sacramento, California, prepared statement of	81
O'Hare, Marianne, President, California Resource and Referral Network, prepared statement of	132
Professional Association for Childhood Education, prepared statement of	163
Riles, Wilson, President, Riles & Associates, prepared statement of	50
Roan, Diana, Director, Plaza East Head Start Program, accompanied by Camilla Colbert, Head Start parent and Cassandra Ester, prepared statement of	94
Siegel, Patty, Coordinator, California Alliance For Better Child Care, prepared statement of	150
Watson, Hon. Diane, California State Senate, 28th District, prepared statement of	9
Whitebook, Marcy, Executive Director, Child Care Employee Project, Oakland, California, prepared statement of	142

HEARING ON H.R. 3, EARLY CHILDHOOD EDUCATION AND DEVELOPMENT ACT

FRIDAY, JANUARY 19, 1990

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
San Francisco, CA.

The committee met, pursuant to call, at 9:00 a.m., in Auditorium C, Golden Gate University, 536 Mission Street, San Francisco, California, Hon. Augustus F. Hawkins [Chairman] presiding.

Members present: Representatives Hawkins and Hayes.

Staff present: Carole Stringer, legislative analyst; Beverley Everard, executive assistant; Lisa Morin, minority professional staff member; Susan Wilhelm, staff director, Subcommittee on Human Resources; and Damian Thorman, legislative associate, Subcommittee on Human Resources.

Chairman HAWKINS. Good morning, ladies and gentlemen.

This is the convening of the meeting of the Education and Labor Committee of the House of Representatives. I know that many individuals will be late this morning, but we do have a time constraint and several witnesses do have a time problem.

May I first of all introduce, to my immediate left, Congressman Charles Hayes of Illinois, who was kind enough to travel across the country to be with us today and to make this an official meeting of the committee. To my far left is Carole Stringer, the lead person on child care issues from the majority staff of the committee. There are one or two other staff people who will be introduced later.

I am very, very pleased to convene the Committee on Education and Labor's first in a series of regional hearings on child care in San Francisco today. We chose California as our first site for a number of reasons.

Although California devotes a significant amount of resources to child care, it is unable to meet the growing demand for quality care and affordable care. We feel that there is much that we can learn from California and the western region of our country.

It is my understanding that the state has one of the finest resource and referral networks in the country. This is a critical component of a comprehensive child care system which benefits all parents, whether or not they receive financial assistance under the act.

Almost two decades ago, Congress gave the final approval to a comprehensive child care program. Last year, we came very close to giving final approval to H.R. 3, the Early Childhood Education and Development Act, which is the main focus of the hearing

today. We are renewing our efforts to enact H.R. 3. This is the opening gun in a battle which we hope will be victorious, and we are determined to be victorious.

The demand for child care will continue to increase more rapidly than the supply. I believe that H.R. 3 provides the comprehensive approach to address the crisis by building on existing programs of proven effectiveness such as Head Start and early childhood education. It is the determination of the committee that a good child care program will be highly educational in nature and not merely custodial.

In addition, this legislation provides the funding to states for direct services for child care which is commonly known as the ABC Title. The bill also provides funds for improving quality, providing resources for training, monitoring and enforcement, and improving salaries and other compensation. H.R. 3 clearly addresses quality as opposed to custodial care by emphasizing educational and developmental care. A separate authorization of $25 million for business incentive grants is also included.

The legislation has been endorsed by more than 150 national organizations, some of which will be represented here today. They seem to be in some way pushing, supporting, and talking about H.R. 3. I would like for you to know it is not because I am the principal author but because the bill represents a proposal that is supported by these 150 national organizations.

I would be remiss if I did not also mention that the committee supports tax credits as a complementary piece to H.R. 3. However, since tax credits provide income and not direct child care services, this component must be viewed as complementary and not as a substitute for H.R. 3.

I believe that action on a Federal child care bill is long overdue. Too long have we been talking about it and doing nothing. It is time that we challenge those who would delay the action until, as they say, we have a balanced budget. There is only one proper way to balance the budget. That is to take care of our essential needs and at the same time provide the type of investment in education and child care that we need to make in order to achieve a balanced budget.

This goal can only be achieved if we go through the development of a partnership between the Federal Government, state and local governments, and the private sector. We cannot and must not allow another year to pass without enacting a comprehensive child care bill. It is my hope that today's hearing will clearly demonstrate that the public overwhelmingly supports our efforts to pass H.R. 3 early in this session of Congress. I look forward to the testimony and views of our distinguished witnesses today.

[The prepared statement of Hon. Augustus F. Hawkins follows:]

OPENING STATEMENT
HONORABLE AUGUSTUS F. HAWKINS
January 19, 1990

I AM PLEASED TO CONVENE THE COMMITTEE ON EDUCATION AND LABOR'S FIRST IN A SERIES OF REGIONAL HEARINGS ON CHILD CARE IN SAN FRANCISCO TODAY. WE CHOSE CALIFORNIA AS OUR FIRST SITE FOR A NUMBER OF REASONS. ALTHOUGH CALIFORNIA DEVOTES A SIGNIFICANT AMOUNT OF RESOURCES TO CHILD CARE, IT IS UNABLE TO MEET THE GROWING DEMAND FOR QUALITY CARE. ALSO, CALIFORNIA HAS ONE OF THE FINEST RESOURCE AND REFERRAL NETWORKS IN THE COUNTRY WHICH IS A CRITICAL COMPONENT OF A COMPREHENSIVE CHILD CARE SYSTEM WHICH BENEFITS ALL PARENTS WHETHER OR NOT THEY RECEIVE FINANCIAL ASSISTANCE UNDER THE ACT.

ALMOST TWO DECADES HAVE PASSED SINCE CONGRESS GAVE FINAL APPROVAL TO A COMPREHENSIVE CHILD CARE PROGRAM. LAST YEAR, WE CAME VERY CLOSE TO GIVING FINAL APPROVAL TO H. R. 3, THE EARLY CHILDHOOD EDUCATION AND DEVELOPMENT ACT. TODAY, WE ARE RENEWING OUR EFFORTS TO ENACT H.R. 3. UNLESS A MAJOR EFFORT IS LAUNCHED, THE DEMAND FOR CHILD CARE WILL CONTINUE TO INCREASE MORE RAPIDLY THAN THE SUPPLY. I BELIEVE THAT MY BILL, H.R. 3, PROVIDES A COMPREHENSIVE APPROACH TO ADDRESS THE CHILD CARE CRISIS BY BUILDING ON EXISTING PROGRAMS OF PROVEN EFFECTIVENESS SUCH AS HEAD START, AND EARLY CHILDHOOD EDUCATION. IN ADDITION, THIS LEGISLATION PROVIDES FUNDS TO STATES FOR DIRECT SERVICES FOR CHILD CARE WHICH IS COMMONLY KNOWN AS THE ABC TITLE. H.R. 3 ALSO PROVIDES FUNDS FOR IMPROVING QUALITY, PROVIDING RESOURCES FOR TRAINING, MONITORING AND ENFORCEMENT, AND IMPROVING SALARIES AND OTHER COMPENSATION. H.R. 3 CLEARLY ADDRESSES QUALITY VERSUS CUSTODIAL CHILD CARE BY EMPHASIZING EDUCATIONAL AND DEVELOPMENTAL CARE. A SEPARATE AUTHORIZATION OF $25 MILLION FOR BUSINESS INCENTIVE GRANTS IS ALSO ENCOMPASSED IN H.R. 3.

THIS LEGISLATION HAS BEEN ENDORSED BY MORE THAN 150 NATIONAL ORGANIZATIONS, SOME OF WHOM WILL BE REPRESENTED HERE TODAY. I WOULD BE REMISS IF I DID NOT MENTION THAT THE COMMITTEE ALSO SUPPORTS TAX CREDITS AS A COMPLEMENTARY PIECE TO H.R. 3. HOWEVER, SINCE TAX CREDITS PROVIDE INCOME AND NOT DIRECT CHILD CARE SERVICES SUCH MEASURES MUST BE VIEWED AS COMPLEMENTARY AND NOT AS A SUBSTITUTE FOR H.R. 3.

I BELIEVE THAT ACTION ON A FEDERAL CHILD CARE BILL IS LONG OVERDUE. PROVIDING SAFE, AFFORDABLE, QUALITY CHILD CARE FOR AMERICAN FAMILIES IS MY NUMBER ONE PRIORITY FOR 1990. THIS GOAL CAN ONLY BE ACHIEVED THROUGH DEVELOPMENT OF A STRONG PARTNERSHIP BETWEEN THE FEDERAL GOVERNMENT, STATE, AND LOCAL GOVERNMENTS AND THE PRIVATE SECTOR. WE CANNOT AND MUST NOT ALLOW ANOTHER YEAR TO PASS WITHOUT ENACTING A COMPREHENSIVE CHILD CARE BILL. IT IS MY HOPE THAT TODAY'S HEARING WILL CLEARLY DEMONSTRATE THAT THE PUBLIC OVERWHELMINGLY SUPPORTS OUR EFFORTS TO PASS H.R. 3 EARLY IN THIS CONGRESS. I LOOK FORWARD TO THIS TESTIMONY AND VIEWS OF OUR DISTINGUISHED WITNESSES TODAY.

Chairman HAWKINS. May I also at this time announce that we have asked our witnesses to confine themselves to what is really an inadequate amount of time so that we may have a dialogue with them and a question and answer period of time; but at the same time, we want to assure them that all of their prepared testimony will be included in the official record.

Mr. Hayes, do you wish to make a statement at this time?

Mr. HAYES. In the interests of time, Mr. Chairman, I am going to be very brief in acknowledging my appreciation and the perseverance which you have shown as chairman of this committee to keep this issue of child care top on our agenda against some odds, odds sometimes that seem insurmountable when it comes to getting Federal dollars to support the program.

I know your convictions and your support for this kind of program is one that stretches out across this nation. You fired the bullet here in San Francisco. I hope 2000 miles away in Chicago to have a similar hearing on this issue. One is necessary.

Thank you very much. Let's get along with the witnesses.

Chairman HAWKINS. Thank you, Mr. Hayes.

STATEMENT OF HONORABLE DIANE WATSON, CALIFORNIA STATE SENATE, 28TH DISTRICT

Chairman HAWKINS. The Chair would certainly like to welcome as the first witness in this series of hearings and in the hearing today the Honorable Diane Watson, state senator from the 28th District of the State, a part of which I am very, very pleased to have within my congressional district in Los Angeles.

I mentioned the cooperation and the partnership among the different levels of government, including the state. I know of no one in the state legislature who has distinguished oneself on issues pertaining to children and families. It is indeed an honor and a great inspiration to us fighting for child care, to have the voice of Diane Watson. We are very, very pleased to welcome her as our first witness before the hearing today.

Diane, a pleasure.

Ms. WATSON. Thank you.

Good morning, Congressman Hawkins, Congressman Hayes, members of the committee. I am State Senator Diane Watson, chairperson of the Health and Human Services Committee. It is an honor, Congressman, to be your leadoff witness this morning on a subject I feel has too long been ignored in the 1980s. That is child care.

I commend the efforts of the chairman in supporting H.R. 3, the Early Childhood Education and Development Act, and in holding today's hearing. This signifies a continuing interest and effort by Congress to enact comprehensive child care legislation. And, by holding the hearing in California, those of us who have been long involved in our state's child care system have an opportunity to share our experience with this committee.

I have been asked to provide an overview of child care in California and to comment on the need for a national, comprehensive policy. To supplement my remarks, I have two handouts that provide further detail on California's system. The first document was

prepared by our Senate Office of Research at my request three years ago, and traces the development of the program we have today.

The second is an excerpt from an analysis of child care programs prepared by our legislative analyst's office last year. Both documents, which are the source of the statistics I will cite today, contain detailed descriptions of the various types of child care programs available in California. I think you ought to have them in your hands now. If not, staff will provide you with them.

What I will do this morning is summarize the highlights of California's program and show how our efforts here in the state will dovetail nicely into the program proposed in H.R. 3. I might add that congressional action is especially welcome in light of our state's fiscal picture and the fiscal constraints under which we are operating at the current time.

California's subsidized child care program has its roots in child care centers set up during World War II for the children of women working in shipyards and munitions factories. The Federal Lanham Act provided funding for these centers. After the war, when Federal support ended, the state legislature continued the programs using state funds, largely in response to advocacy by parents.

The state-subsidized system that has developed over nearly 50 years in California has these main features: First, it is administered by the State Department of Education; and a variety of programs are available to meet different needs of parents and children.

All programs must adhere to certain standards for staffing, health and safety, and other requirements. Parents play a major role in advocating for programs. Specialized programs have developed to serve targeted populations, such as the children of migrant workers and teen parents. A strong resource and referral, or "R&R" network has developed, with state support, to assist parents in finding care, regardless of their income, and to generally promote quality child care.

We are currently spending close to $350 million annually on state-subsidized child care programs. Child development services were directly provided on a sliding fee basis to approximately 110,000 children in 1985–86, the last year for which we have detailed enrollment data. Of these children, about two-thirds were from low-income families headed by a single woman. The majority, 61 percent, of the children served were preschool ages, from three to five years; 98 percent were under the age of 11. The vast majority of the children, 93 percent, received their subsidized care in child care centers.

Now, turning to all child care programs available in the state, I think we here in California can be somewhat proud of our accomplishments. According to the legislative analyst's report, if we added all the state and Federal funds available in California for child care in 1988–89, those funds would total around $1.4 billion, of which 45 percent came from state funds and 55 percent from Federal funds. The state-subsidized program I just described and a state tax credit for dependent care together account for most of these funds.

Although we appear to be spending a lot on child care, we know that many parents still cannot find affordable, quality child care. Most of us know at least one parent who has had to settle for what is available, rather than what is desirable.

To bolster the anecdotal information, our legislative analyst has estimated that our state-subsidized program serves anywhere from 12 to 26 percent of the demand for that care. This means anywhere from 155,000 to 405,000 children from low-income working families did not receive the care for which they would have been eligible, had it been available. This estimate of unmet needs was done conservatively, and I am sure the actual numbers are higher than those I quoted.

My point is that much more needs to be done, both at the state level and at the Federal level. This year, I am again trying to get a child care bond measure on the ballot to provide low-interest loans to child care providers who wish to start or to expand child care facilities. The $270 million in that measure would not close the gap between the undersupply and huge demand for child care, but it would recognize our state's role in helping parents find quality, affordable, child development.

The measure that brings us here this morning, H.R. 3, would similarly recognize the role of the Federal Government in responding to the needs of our citizenry. The data bear out those needs. Today, women make up nearly half of the workforce, a threefold increase since 1940. Among married women, almost half of those with children under the age of three work outside the home, while 62 percent with children age six or older work outside the home.

We certainly need to address, as a top priority, child care. Single parent families constitute 15 percent of all families in this country. Is it any wonder that the demand for child care keeps increasing? Why? Why do we keep evading the issue?

Well, H.R. 3, as reported by this committee, contains the essential elements of a comprehensive national policy to address this most dramatic need. It has many points of similarity to California's system. It provides for parental choice in child care; recognizes a variety of child care settings; it requires providers to meet state-specified standards for health and safety, staffing, and other factors; and it recognizes the needs of special populations such as teen parents, children with disabilities, and young children under three.

In other respects, such as the training requirements for providers and licensing inspectors as well as the incentives for businesses, H.R. 3 improves our state system, and will certainly enhance it.

Overall, this bill represents a major national effort in providing affordable, quality child development. it recognizes that parents' and childrens' needs differ and that more than babysitting is involved in providing appropriate care for children. As I go through my presentation, I will use child development. That is what I am trying to get to. Not just warehousing children.

Although low-income families are given priority, the bill recognizes that child development needs cut across income levels. Finally, the bill recognizes the important role that resource and referral agencies can play in ensuring that a comprehensive system of child development works effectively.

Besides being proud that so much of the California system is reflected in H.R. 3, I have a pragmatic reason for supporting this approach. As reported by your committee, H.R. 3 would be very easy to implement here in the State of California because our systems are already set up to accommodate the Federal provisions.

Of the $1.75 billion appropriated, approximately $103 million in new child care funds could be available to California to expand our existing state-subsidized system and otherwise expand our current efforts. We would not have to establish new bureaucracies or forge new interagency agreements, but could concentrate on providing more services to our state's families under the provisions of this bill.

I would like to close my testimony with a recommendation that you view this major child development bill as a first important step in formulating a national dependent child policy. As you all know, oftentimes we see demographic changes occurring here in California before they become perceptible in the rest of the country. I am the co-chair of a task force on the changing family which examines changes occurring in the state's families, with a view to developing public policies needed to meet the needs of the state's changing population.

One trend the demographers have documented is the aging of our state's population. By the year 2000, one in eight Californians will be over the age of 65, and the number over 85 will increase by 81 percent. With the changes in medical technology, better health promotion efforts, and other advances, we will be living longer.

While this is certainly a positive sign, we need to prepare for the increased need for care and supervision of our frail elderly and others who may need some sort of assistance with their daily living activities. Families already responsible for finding care for young children will find themselves also responsible for caring for dependent adults who cannot care for themselves. Those caregivers—usually wives or adult daughters—have been given the unofficial label of the "sandwich generation," squeezed between the needs of the young and the old.

While we do not have any ready solutions for your committee, I encourage you to keep my comments in mind as you forge your child development legislation. You have my full-hearted support for your efforts, and I offer whatever assistance you may need. Thank you for allowing me to share my comments this morning.

You have the assistance of all the legislators in California. I want you to know we have a GAIN program here, our welfare reform program, which many of you know about. It offers a tremendous opportunity for us to show our stuff in terms of child care, because a parent is not required to enter that program unless quality affordable child development is available. I think the framework I mentioned and what H.R. 3 proposes to do will start us on a road to solving this most critical problem in America.

Thank you for allowing me to share these comments with you this morning. I am open for any questions you may have.

Chairman HAWKINS. Thank you, Senator Watson.

Without objection, I ask the statement accompanying the prepared statement read by Senator Watson be included in the record. These were the ones marked "1989-1990 Budget as a Source," and the other statement is on the letterhead of Senator Watson headed January 8, 1987 and addressed "Dear friends."

[The prepared statement of Hon. Diane Watson follows:]

SACRAMENTO OFFICE
STATE CAPITOL ROOM 4040
SACRAMENTO CA 95814
(916) 445-5215

JIM LOTT
CHIEF OF STAFF

CHARLES STEWART
CHIEF DEPUTY/DISTRICT OFFICE

DISTRICT OFFICE
4401 CRENSHAW BLVD
SUITE 200
LOS ANGELES CA 90043
(213) 295-0605

California State Senate

DIANE E. WATSON, Ph.D.

TWENTY EIGHTH SENATORIAL DISTRICT

CHAIRPERSON

Senate Committee on Health and Human Services

CHAIRPERSON
CALIFORNIA LEGISLATIVE
BLACK CAUCUS

COMMITTEES
CHAIRPERSON
HEALTH AND HUMAN SERVICES

BUDGET AND
FISCAL REVIEW

EDUCATION

JUDICIARY

PUBLIC EMPLOYMENT
AND RETIREMENT

SELECT COMMITTEE ON
CITIZEN PARTICIPATION
IN GOVERNMENT

SELECT COMMITTEE ON
CHILDREN AND YOUTH

SELECT COMMITTEE ON
AIDS

SELECT COMMITTEE ON
BORDER ISSUES DRUG
TRAFFICKING AND CONTRABAND

VICE CHAIRPERSON
JT. OVERSIGHT COMMITTEE
ON GAIN IMPLEMENTATION

JT. COMMITTEE ON ORGANIZED
CRIME AND GANG VIOLENCE

JT. LEGISLATIVE COMMITTEE
ON SURROGATE PARENTING

TESTIMONY OF SENATOR DIANE E. WATSON

BEFORE THE HOUSE COMMITTEE ON EDUCATION AND LABOR

EARLY CHILDHOOD EDUCATION AND DEVELOPMENT ACT (H.R. 3)

JANUARY 19, 1990

GOOD MORNING, CONGRESSMAN HAWKINS AND MEMBERS OF THE COMMITTEE. I AM SENATOR DIANE WATSON, A MEMBER OF THE CALIFORNIA LEGISLATURE AND CHAIRPERSON OF THE HEALTH AND HUMAN SERVICES COMMITTEE. I AM HONORED TO BE YOUR LEAD-OFF WITNESS THIS MORNING ON A SUBJECT I FEEL WAS TOO LONG IGNORED IN THE 1980s: CHILD CARE.

I COMMEND THE EFFORTS OF THE CHAIRMAN IN CARRYING H.R. 3, THE EARLY CHILDHOOD EDUCATION AND DEVELOPMENT ACT, AND IN HOLDING TODAY'S HEARING. THIS SIGNIFIES A CONTINUING INTEREST AND EFFORT BY CONGRESS TO ENACT COMPREHENSIVE CHILD CARE LEGISLATION. AND, BY HOLDING THE HEARING IN CALIFORNIA, THOSE OF US WHO HAVE BEEN LONG INVOLVED IN OUR STATE'S CHILD CARE SYSTEM HAVE AN OPPORTUNITY TO SHARE OUR EXPERIENCE WITH YOUR COMMITTEE.

I HAVE BEEN ASKED TO PROVIDE AN OVERVIEW OF CHILD CARE IN CALIFORNIA AND TO COMMENT ON THE NEED FOR A NATIONAL, COMPREHENSIVE POLICY. TO SUPPLEMENT MY REMARKS, I HAVE TWO HANDOUTS THAT PROVIDE FURTHER DETAIL ON CALIFORNIA'S SYSTEM. THE FIRST DOCUMENT WAS PREPARED BY OUR SENATE OFFICE OF RESEARCH AT MY REQUEST THREE YEARS AGO, AND TRACES THE DEVELOPMENT OF THE PROGRAM WE HAVE TODAY. THE SECOND IS AN EXCERPT FROM AN ANALYSIS OF CHILD CARE PROGRAMS PREPARED BY OUR LEGISLATIVE ANALYST'S OFFICE LAST YEAR. BOTH DOCUMENTS, WHICH ARE THE SOURCE OF THE STATISTICS I WILL CITE TODAY, CONTAIN DETAILED DESCRIPTIONS OF THE VARIOUS TYPES OF CHILD CARE PROGRAMS AVAILABLE IN CALIFORNIA.

WHAT I WILL DO THIS MORNING IS SUMMARIZE THE HIGHLIGHTS OF CALIFORNIA'S PROGRAM AND SHOW HOW OUR EFFORTS HERE IN THE STATE WILL DOVETAIL NICELY INTO THE PROGRAM PROPOSED IN OUR EFFORTS HERE IN H.R. 3. I MIGHT ADD, TOO, THAT CONGRESSIONAL ACTION IS ESPECIALLY WELCOME IN LIGHT OF OUR STATE'S FISCAL PICTURE AND THE FISCAL CONSTRAINTS UNDER WHICH WE ARE OPERATING.

CALIFORNIA'S SUBSIDIZED CHILD CARE PROGRAM HAS ITS ROOTS IN CHILD CARE CENTERS SET UP DURING WORLD WAR II FOR THE CHILDREN OF WOMEN WORKING IN SHIPYARDS AND MUNITIONS FACTORIES. THE FEDERAL LANHAM ACT PROVIDED FUNDING FOR THESE CENTERS.

AFTER THE WAR, WHEN FEDERAL SUPPORT ENDED, THE STATE LEGISLATURE CONTINUED THE PROGRAMS USING STATE FUNDS, LARGELY IN RESPONSE TO ADVOCACY BY PARENTS.

THE STATE-SUBSIDIZED SYSTEM THAT HAS DEVELOPED OVER NEARLY FIFTY YEARS HERE IN CALIFORNIA HAS THESE MAIN FEATURES:

- IT IS ADMINISTERED BY THE STATE DEPARTMENT OF EDUCATION;
- A VARIETY OF PROGRAMS ARE AVAILABLE TO MEET DIFFERENT NEEDS OF PARENTS AND CHILDREN;
- ALL PROGRAMS MUST ADHERE TO CERTAIN STANDARDS FOR STAFFING, HEALTH AND SAFETY, AND OTHER REQUIREMENTS;
- PARENTS PLAY A LARGE ROLE IN ADVOCATING FOR PROGRAMS;
- SPECIALIZED PROGRAMS HAVE DEVELOPED TO SERVE TARGETED POPULATIONS, SUCH THE CHILDREN OF MIGRANT WORKERS AND TEEN PARENTS; AND
- A STRONG RESOURCE AND REFERRAL, OR "R & R" NETWORK HAS DEVELOPED, WITH STATE SUPPORT, TO ASSIST PARENTS IN FINDING CARE, REGARDLESS OF THEIR INCOME, AND TO GENERALLY PROMOTE QUALITY CHILD CARE.

WE ARE CURRENTLY SPENDING CLOSE TO $350 MILLION ANNUALLY ON STATE-SUBSIDIZED CHILD CARE PROGRAMS. CHILD DEVELOPMENT SERVICES WERE DIRECTLY PROVIDED ON A SLIDING FEE BASIS TO APPROXIMATELY 110,000 CHILDREN IN 1985-86, THE LAST YEAR FOR WHICH WE HAVE DETAILED ENROLLMENT DATA. OF THESE CHILDREN, ABOUT TWO-THIRDS WERE FROM LOW-INCOME FAMILIES HEADED BY A SINGLE WOMAN. THE MAJORITY (61 PERCENT) OF THE CHILDREN SERVED WERE PRESCHOOL--AGES THREE TO FIVE YEARS; 98 PERCENT WERE UNDER 11 YEARS OF AGE. THE VAST MAJORITY OF THE CHILDREN--93 PERCENT--RECEIVED THEIR SUBSIDIZED CARE IN CHILD CARE CENTERS.

TURNING TO ALL CHILD CARE PROGRAMS AVAILABLE IN THE STATE, I THINK WE IN CALIFORNIA CAN BE PROUD OF OUR ACCOMPLISHMENTS. ACCORDING TO THE LEGISLATIVE ANALYST'S REPORT, IF WE ADDED ALL THE STATE AND FEDERAL FUNDS AVAILABLE IN CALIFORNIA FOR CHILD CARE IN 1988-89, THOSE FUNDS WOULD TOTAL $1.4 BILLION, OF WHICH 45 PERCENT CAME FROM STATE FUNDS AND 55 PERCENT FROM FEDERAL FUNDS. THE STATE-SUBSIDIZED PROGRAM I JUST DESCRIBED AND A STATE TAX CREDIT FOR DEPENDENT CARE TOGETHER ACCOUNT FOR MOST OF THOSE FUNDS.

ALTHOUGH WE APPEAR TO BE SPENDING A LOT ON CHILD CARE, WE KNOW THAT MANY PARENTS STILL CANNOT FIND AFFORDABLE, QUALITY CHILD CARE. MOST OF US KNOW AT LEAST ONE PARENT WHO HAS HAD TO SETTLE FOR WHAT IS AVAILABLE, RATHER THAN WHAT IS DESIRABLE.

TO BOLSTER THE ANECTODAL INFORMATION, OUR LEGISLATIVE ANALYST HAS ESTIMATED THAT OUR STATE-SUBSIDIZED PROGRAM SERVES ANYWHERE FROM 12 TO 26 PERCENT OF THE DEMAND FOR THAT CARE. THIS MEANS ANYWHERE FROM 155,000 TO 405,000 CHILDREN FROM LOW-INCOME WORKING FAMILIES DID NOT RECEIVE THE CARE FOR WHICH THEY WOULD HAVE BEEN ELIGIBLE, HAD IT BEEN AVAILABLE. THIS ESTIMATE OF UNMET NEED WAS DONE CONSERVATIVELY, AND I AM SURE THE ACTUAL NUMBERS ARE HIGHER THAN THAT.

MY POINT IS THAT MUCH MORE NEEDS TO BE DONE, BOTH AT THE STATE LEVEL AND AT THE FEDERAL LEVEL. THIS YEAR, I AM AGAIN TRYING TO GET A CHILD CARE BOND MEASURE ON THE BALLOT TO PROVIDE LOW-INTEREST LOANS TO CHILD CARE PROVIDERS WHO WISH TO START OR EXPAND CHILD CARE FACILITIES. THE $270 MILLION IN THAT MEASURE WOULD NOT CLOSE THE GAP BETWEEN THE UNDERSUPPLY AND HUGE DEMAND FOR CHILD CARE, BUT IT WOULD RECOGNIZE OUR STATE'S ROLE IN HELPING PARENTS FIND QUALITY, AFFORDABLE CARE.

THE CHAIR'S MEASURE, H.R. 3, WOULD SIMILARLY RECOGNIZE THE ROLE OF THE FEDERAL GOVERNMENT IN RESPONDING TO THE NEEDS OF OUR CITIZENRY. THE DATA BEAR OUT THOSE NEEDS. TODAY, WOMEN MAKE UP NEARLY HALF OF THE WORKFORCE, A THREEFOLD INCREASE SINCE 1940. AMONG MARRIED WOMEN, ALMOST HALF OF THOSE WITH CHILDREN UNDER THE AGE OF THREE WORK OUTSIDE THE HOME, WHILE 62

PERCENT WITH CHILDREN AGE SIX OR OLDER WORK OUTSIDE THE HOME. SINGLE PARENT FAMILIES CONSTITUTE 15 PERCENT OF ALL FAMILIES IN THIS COUNTRY. IS IT ANY WONDER THAT THE DEMAND FOR CHILD CARE KEEPS INCREASING?

H.R. 3, AS REPORTED BY THIS COMMITTEE, CONTAINS THE ESSENTIAL ELEMENTS OF A COMPREHENSIVE NATIONAL POLICY TO ADDRESS CHILD CARE NEEDS. IT HAS MANY POINTS OF SIMILARITY TO CALIFORNIA'S SYSTEM: IT PROVIDES FOR PARENTAL CHOICE IN CHILD CARE; RECOGNIZES A VARIETY OF CHILD CARE SETTINGS; REQUIRES PROVIDERS TO MEET STATE-SPECIFIED STANDARDS FOR HEALTH AND SAFETY, STAFFING, AND OTHER FACTORS; AND RECOGNIZES THE NEEDS OF SPECIAL POPULATIONS SUCH AS TEEN PARENTS, CHILDREN WITH DISABILITIES, AND YOUNG CHILDREN UNDER THREE. IN OTHER RESPECTS, SUCH AS THE TRAINING REQUIREMENTS FOR PROVIDERS AND LICENSING INSPECTORS AS WELL AS THE INCENTIVES FOR BUSINESSES, H.R. 3 IMPROVES OUR STATE SYSTEM.

OVERALL, H.R. 3 REPRESENTS A MAJOR NATIONAL EFFORT IN PROVIDING AFFORDABLE, QUALITY CHILD CARE. IT RECOGNIZES THAT PARENTS' AND CHILDRENS' NEEDS DIFFER AND THAT MORE THAN BABYSITTING IS INVOLVED IN PROVIDING APPROPRIATE CARE FOR CHILDREN. ALTHOUGH LOW-INCOME FAMILIES ARE GIVEN PRIORITY, THE BILL RECOGNIZES THAT CHILD CARE NEEDS CUT ACROSS INCOME LEVELS. FINALLY, THE BILL RECOGNIZES THE IMPORTANT ROLE THAT RESOURCE AND REFERRAL AGENCIES CAN PLAY IN ENSURING THAT A COMPREHENSIVE SYSTEM OF CHILD CARE WORKS EFFECTIVELY.

BESIDES BEING PROUD THAT SO MUCH OF THE CALIFORNIA SYSTEM IS REFLECTED IN H.R. 3, I HAVE A PRAGMATIC REASON FOR SUPPORTING YOUR APPROACH. AS REPORTED BY YOUR COMMITTEE, H.R. 3 WOULD BE VERY EASY TO IMPLEMENT HERE IN THE STATE BECAUSE OUR SYSTEMS ARE ALREADY SET UP TO ACCOMMODATE THE FEDERAL PROVISIONS. OF THE $1.75 BILLION APPROPRIATED, APPROXIMATELY $106 MILLION IN NEW CHILD CARE FUNDS COULD BE AVAILABLE TO CALIFORNIA TO EXPAND OUR EXISTING STATE-SUBSIDIZED SYSTEM AND OTHERWISE EXPAND OUR CURRENT EFFORTS. WE WOULD NOT HAVE TO ESTABLISH NEW BUREAUCRACIES OR FORGE NEW INTERAGENCY AGREEMENTS, BUT COULD CONCENTRATE ON PROVIDING MORE SERVICES TO OUR STATE'S FAMILIES.

I'D LIKE TO END MY TESTIMONY THIS MORNING WITH A RECOMMENDATION THAT YOU VIEW THIS MAJOR CHILD CARE BILL AS A FIRST IMPORTANT STEP IN FORMULATING A NATIONAL DEPENDENT CARE POLICY. AS YOU KNOW, OFTENTIMES WE SEE DEMOGRAPHIC CHANGES OCCURRING HERE IN CALIFORNIA BEFORE THEY BECOME PERCEPTIBLE IN THE REST OF THE COUNTRY. I AM THE CO-CHAIR OF A TASK FORCE ON THE CHANGING FAMILY TO EXAMINE CHANGES OCCURRING IN THE STATE'S FAMILIES, WITH A VIEW TO DEVELOPING PUBLIC POLICIES NEEDED TO MEET THE NEEDS OF THE STATE'S CHANGING POPULATION. ONE TREND THAT THE DEMOGRAPHERS HAVE DOCUMENTED IS THE AGING OF OUR STATE'S POPULATION. BY THE YEAR 2000, ONE IN EIGHT CALIFORNIANS WILL BE OVER 65, AND THE NUMBER OVER 85 WILL

INCREASE BY 81 PERCENT. WITH THE CHANGES IN MEDICAL TECHNOLOGY, BETTER HEALTH PROMOTION EFFORTS, AND OTHER ADVANCES, WE ARE LIVING LONGER.

WHILE THIS IS CERTAINLY A POSITIVE SIGN, WE NEED TO PREPARE FOR THE INCREASED NEED FOR CARE AND SUPERVISION OF OUR FRAIL ELDERS AND OTHERS WHO MAY NEED SOME SORT OF ASSISTANCE WITH THEIR DAILY LIVING ACTIVITIES. FAMILIES ALREADY RESPONSIBLE FOR FINDING CARE FOR YOUNG CHILDREN WILL FIND THEMSELVES ALSO RESPONSIBLE FOR CARING FOR DEPENDENT ADULTS WHO CANNOT CARE FOR THEMSELVES. THOSE CAREGIVERS--USUALLY WIVES OR ADULT DAUGHTERS--HAVE BEEN GIVEN THE UNOFFICIAL LABEL OF THE "SANDWICH GENERATION," SQUEEZED BETWEEN THE NEEDS OF THE YOUNG AND THE OLD.

WHILE WE DO NOT HAVE ANY READY SOLUTIONS FOR YOUR COMMITTEE, I ENCOURAGE YOU TO KEEP THESE COMMENTS IN MIND AS YOU FORGE YOUR CHILD CARE LEGISLATION. YOU HAVE MY FULL-HEARTED SUPPORT FOR YOUR EFFORTS, AND I OFFER WHATEVER ASSISTANCE YOU MAY NEED. THANK YOU FOR ALLOWING ME TO SHARE MY COMMENTS THIS MORNING.

California Legislature

Senate Committee

on

Health and Human Services

January 8, 1987

Dear Friends:

As child care becomes a more important and essential need for young families, the Legislature, local governments, and employers will be called upon to consider ways to expand its supply, improve its quality, and mitigate its cost for low-income parents. Nearly every day, the opinion pages of major California newspapers cite child care needs as a challenge demanding public and private attention.

Late in 1986, I asked the Senate Office of Research to provide me with a brief history of child care in California, to summarize the extent of current child care services, and to identify some of the emerging public policy issues that will face this legislative session. Enclosed is a copy of the issue brief which SOR prepared. I commend it to your attention and I welcome any comments and recommendations you might have for me and for the Health and Human Services Committee as we consider the best ways to address the unmet need for child care of high quality for the children and working families of California.

Sincerely,

Diane E. Watson

DIANE E. WATSON
Chairperson

DEW:jh:gd

Senate Office of Research
Issue Brief

FLEXIBLE, VARIED AND IMPERFECT
CHILD CARE IN CALIFORNIA

January
1987

INTRODUCTION

In the current fiscal year, California is spending over $300 million in state funds for child care. This is a substantial amount of money, relative to other states. This paper puts California child care programs into an historical perspective and draws some lessons for public policy from this long experience, and concludes with a discussion of emerging issues.

EARLY HISTORY

The roots of state-subsidized child care go back to World War II, when California women supported the war effort by working in shipyards and munitions factories. Their children were cared for in child care centers sponsored by the federal Lanham Act. In other states, the Lanham Act was administered by departments of health or welfare. In California, however, because large urban school districts and county offices of education were the local administrators of these centers, the state administration of the Lanham Act was transferred in 1943 from the Department of Social Welfare to the Department of Education. In this way, local school superintendents needed to deal only with one state agency for both K-12 education and child care.

In 1945 at the end of the war, federal support of these programs ended, and in most states, the centers closed. Not so in California: parents raised Cain, so the State Legislature replaced federal funds with state dollars. The programs continued, administered by the State Department of Education and by local school districts, with annual appeals by parents to maintain the program. In the early 1950s, a group of parents came up from Los Angeles to Sacramento to testify at budget hearings; the story goes that when they arrived at the Capitol, they asked where to register as "agitators." Parent advocacy and the relatively small nature of the program kept it alive through the 1950s and 1960s.

In 1965, another war, the War on Poverty, gave rise to a second program in the Department of Education. The Legislature created the State Preschool program, which is modelled on Head Start, the federal early-education program for children of low income families. The State Preschool program operates half-days, during the school year, for 3 to 5 year old children of low income families. Like Head Start, the State Preschool classrooms must be educational, they must involve parents in policy decisions, and they are free. Both public and private contractors operate these programs. The reimbursement is about $2,000 per year per child.

By 1966, some of the features of California's child care system were emerging:

- administered by the Department of Education;
- varied programs (full-day and part-day);
- mandatory program components (such as educational aspects); and,
- strong parent advocacy.

Three other social forces in the late 1960s and early 1970s completed the foundation of California's child care services: the large influx of women into the labor market, the continued growth of federal funding of anti-poverty programs, and the governorship of Ronald Reagan.

First, the large number of women in the workforce brought pressure on the Legislature to expand full-day child care rather than to increase the budget of the half-day State Preschool program. Second, an increase in federal funds, through the old Title IV-A and later Title XX, gave the State Legislature funds to direct for child care. And, third, the Legislature felt that Superintendent Wilson Riles had demonstrated more commitment to poor families than had the Governor, so, they transferred all subsidized child care funds from the Department of Social Services to the Department of Education. The Title IV-A and Title XX funds joined with State General Funds for the old Lanham Act centers to provide the base for subsidized child care funding.

NEW APPROACHES

During the 1970s, the increasing number of women in the labor force prompted nearly annual increases in the size of our subsidized child care program. The second important feature of the decade was the emergence of "specialized" types of programs: examples include child care programs for migrant farmworkers (usually located in state housing camps); campus centers for university and community college students; and, high school infant centers for teenage parents are special programs established in the 1970s.

In some ways, the most significant and important of the special programs which the Legislature initiated in the 1970s is the Resource and Referral (R & R) network. This idea was promoted by Governor Edmund G. Brown, Jr., as a way for state funds to assist all parents to find care, regardless of their income, and to assist public and private agencies, including corporate and business enterprises, to start child care programs or to understand the extent of the local need for care. The Legislature now appropriates about seven and one-half million dollars ($7.5 M) for R & R services; this amounts to about 30 cents per person in the state. There is an R & R agency in every county not only to help parents find care but to encourage the local growth of child care programs by recruiting new providers, assisting individuals and groups to obtain child care licenses, and soliciting corporate support.

There are three other special programs with separate local contracts. The first is called "Alternative Payment" -- it is essentially a voucher program in which eligible parents choose a licensed child care program and the contracting agency pays the costs. It is one way that the private child care sector participates in subsidized care. The other two are also voucher programs: one is limited to parents in need of respite child care because of family crisis (including risk of abuse), and one is a child care voucher for parents participating in Job Training Partnership Act programs. California's new mandatory job program for welfare recipients will use a similar voucher child care system.

Two other features of California's child care funding have proved to be important over the years: the Legislature has set aside funds for capital outlay whenever it could, starting as long ago as 1968, either to build new centers or to refurbish old buildings. Also, when a new contract begins, the agency can spend up

to 15% of the contract on start-up costs. The start-up provisions allow for time to hire staff, provide some orientation and staff development, and equip the classrooms.

In the current fiscal year, California is spending over $300 million for child care and development:

- almost $37 M on the State Preschool program, serving about 19,000 children;
- about $290 M on full-day services to 70,000 children; and
- $35 million for a capital outlay fund.

In addition, each county welfare department is submitting a child care budget for the new GAIN welfare/work program. An unknown number of children will receive care through these funds. The direct services are all provided with State General Funds. California no longer uses federal funds for child care services.

LESSONS FOR PUBLIC POLICY

There are several public policy lessons one can draw from this experience:

- many kinds of agencies want to and can provide good early childhood services;
- some parents need full-day care, year round, and some do not;
- all children have intellectual, social, physical and nutritional needs that child care programs must meet;
- child care is an educational (or "developmental") service that almost all families need; it is not a special piece of the welfare system; and,

- child care, like families and like employment, is complex: there is no one child care cookie cutter.

Perhaps California's most important contribution to public policy for child care is the state's willingness to acknowledge the variety of families that need care and the different ways those needs take shape. The design of flexible systems is a key to the programs' success. Planning for start-up and capital improvements are important as well.

An early childhood program cannot serve parents only or children only; it must do both. Nor can a child care system be the little sister of the welfare system. Even when people find jobs, they may still require some supportive services. Even when families move off welfare, they still may need help providing decent child care to their children.

EMERGING ISSUES

Despite California's $300 million dollar state commitment to child care, we meet only one-fourth to one-third of the need of low income parents. We have a long way to go. Almost annually, the Legislature appropriates increases in the state's child care budget. These funds are sometimes approved by the Governor and sometimes vetoed.

Every legislator has unmet needs in his or her district -- there are long lists of eligible parents waiting for a space in the few subsidized programs. But the rewards are there as well:

- successful family reunification in abuse cases because respite care was available;

- fully-employed parents because child care was available during their job training;
- self-sufficient families because their child care was subsidized when their wages were low; and,
- children who succeed in school because child care programs aided their development.

In addition to the continued unmet need for care for the state's poorest families, recent state initiatives have identified new arenas of debate and of governmental creativity. One piece of legislation, signed in 1980, and an appropriation set aside within the Department of Personnel Administration assist groups of state employees to establish child care centers in or near their buildings. Senator Diane Watson's legislation (Ch. 913, Sts. of 1980) provides that space for a child care program be set aside in each new state building; the DPA fund provides start-up grants for groups of state employees forming child care programs.

These two ideas, which benefit middle income as well as low income employees, prefigure the growing attention to child care and parental leave as fringe benefits, an arena that will prompt a great deal of attention from the Legislature and from personnel officers in every business in the state during the next few years. As family policy develops in the United States in other areas beside political demagoguery, the conflicts between family and work will spur public policy inquiry into the best ways to combine work and childrearing. This inquiry and the necessary solutions will be particularly important to the parents of young children, to newly adoptive parents, and to the parents of children and youth with disabilities or special medical needs.

A proposal to sell state bonds to establish a fund for low-interest loans to prospective child care center operators was considered in 1986 and Senator Watson will introduce it again in

1987. San Francisco has a new ordinance requiring builders of large commercial sites either to provide child care services to employees or to contribute to a county-administered capital fund for new child care construction. These efforts and other creative ways to generate new child care programs will be important as long as California faces a shortage of licensed child care spaces.

For the simple reason that raising children is a society's most important responsibility, child care issues will continue to be central to public policy in California.

* * * *

The appendix, "Child Care in California" touches on some of the other important features of the state's child care system: the sliding fee schedule, the special programs for children with severe handicaps, the participation by family day care operators in providing subsidized care, and the complexities of the reimbursement system. The reimbursement system, for example, is complicated by the competing demands to be accountable, to reduce paperwork, and to serve as many children as is possible, while maintaining program standards.

* * * *

Jack Hailey prepared this Issue Brief. The Senate Office of Research freely grants permission to reproduce this document.

Appendix: Child Care in California

Licensed Child Care

The Department of Social Services licenses child care centers and family day care homes. There are currently about 7,000 licensed child care centers and 33,500 licensed family day care homes. The licensed capacity of these centers and homes is about 550,000 children. For information about state licensing, contact:

Community Care Licensing
Department of Social Services
744 P Street
Sacramento, CA 95814
(916) 322-8538

Licensing standards for centers, spelled out in the Health and Safety Code and in Title 22 of the Administrative Code, include minimum requirements for indoor and outdoor space, educational requirements for directors and teachers, adult-child ratios, and toilet facilities. The standards for family day care homes include general health and safety requirements and limit the number of children in care.

Subsidized Care: Eligibility Standards

Eligibility for most full-day child care programs administered by the Department of Education is based on the following:

1. The family receives public assistance, or
2. The family has an adjusted monthly income at or below 84% of the state median income on a per capita basis, or
3. The child is abused or neglected or at risk of abuse.

Except in the case of abuse or neglect, parents must be working or in training in order to be eligible for subsidized child care.

Once a family is deemed eligible, they are placed on a waiting list. The child referred because of abuse or neglect is placed at the top of the waiting list, regardless of the parents' income. All other eligible families are listed by income, with families with the lowest per capita gross income listed first.

Eligibility for the half-day State Preschool program is limited to children between 3 years and 5 years of age who are from low income families.

Subsidized Care: Program Types and Funding

1. General Child Care: This is the largest program type, and it includes contracts with public and private agencies. These facilities provide basic supervision, age-appropriate development, nutrition, parent education and involvement, staff development, and social services. These programs are usually open for eleven hours per day, 250 days per year.

2. Migrant Child Development: This program serves children while their parents are employed in agriculture, fishing, or related work. Migrant centers are open for varying lengths of time during the year depending upon the growing and harvest season in each area. Most of these centers are located in state operated housing camps. Program operators include both public and private contractors. Federal funds support part of this program.

3. State Preschool: This program provides a part-day comprehensive developmental program for three to five year olds from low income families. It includes educational development, health services, social services, nutrition services, parent education and participation, evaluation, and staff development. Private and public agencies administer these contracts.

4. Alternative Payment: These contractors offer parents an array of child care choices that include in-home care, family day care, and center care. The family selects a provider; the Alternative Payment contractor pays the provider directly.

5. Resource and Referral: R & R programs provide information to parents about available child care, and they coordinate community resources for the benefit of parents and local child care providers. There is an R & R agency in every area of the state.

6. Family Day Care Home Satellite Networks: A few contracts are with networks of family day care homes that serve up to six children each. Intake, staff development, evaluation, toy lending libraries, and purchasing are provided by a central office.

7. Special Programs for Children with Severe Disabilities: A handful of contractors provide child care (as well as therapy and parental counseling) in self-contained classrooms to children with severe disabilities.

8. School Age Parenting and Infant Development (SAPID): SAPID programs serve secondary school parents by providing parent education, career development, and infant care. Located on or near school campuses, these programs are operated by public schools.

9. Campus Child Development: Primarily, these centers provide care to the children of students. Some are also lab schools for students enrolled in child development classes. The contracts are with student associations or the college administration.

10. Protective Services (Respite): For the placement and support of children in need of protective services who can not be accommodated using other designated funds. This program is operated through Resource and Referral agencies.

11. Job Training Partnership (JTPA): The State Department of Education provides some funding to supplement JTPA's support service budget and to encourage and assist training programs to provide child care services to parents in training.

12. Extended Day Care (Latchkey): Established in 1986, these programs offer a safe environment with age and developmentally appropriate activities for school age children during the hours immediately before and after the normal school day and during vacations and holidays.

See Table 1 for a summary of the funding and service level of each of these programs.

Child Care Contracts: Accountability and Reimbursement

The Department of Education dispenses child care funds through more than 900 contracts with public and private agencies. Each contract has a maximum reimbursable amount as well as a required number of children to serve and a minimum number of days of operation. In addition, each contract includes funding terms and conditions which define reimbursable expenditures.

For the first six months of each fiscal year, contractors receive apportionments in advance to assure that agencies have adequate cash on hand for salaries and operations. The final six months' appropriations reflect an agency's real service level; in other words, apportionments are reduced if the agency is not providing enough service to earn its full contract amount.

Each contractor has a "daily rate" which represents the reimbursement level for a full day's care provided to one child. If a child attends for fewer than four hours, the agency collects one-half its daily rate; if a child attends between four hours and six-and-one-half hours, the agency collects three-quarters of its daily rate. Service to infants and to children with disabilities are reimbursed at a set percentage above the daily rate.

Sliding Fee Schedule

Each family in subsidized care is assessed fees unless either of two conditions apply: the child is enrolled because of abuse or neglect, or the family's per capita income is less than half of the state's median. As a family's income goes up, so does the daily fee; also, the fee increases more sharply as incomes approach the state median. Once a family's income reaches the state median, no subsidy is available, and the family must pay the full cost of care for each child. (Table 2 is a partial reproduction of the 1986 fee schedule.)

For additional information on subsidized care

Contact:

Robert Cervantes, Director
Child Development Division
State Department of Education
721 Capitol Mall
Sacramento, CA 95814
(916) 322-6233

Jack Hailey
Senate Office of Research
1100 J Street, Suite 650
Sacramento, CA 95814
(916) 445-1727

Table 1: Subsidized Care

Program Name	Number of Contracts	Annual Funding	Percent of Total	Average Daily Enrollment
General Child Care	365	$201,583,000	62.7	42,863
Migrant Child Care	32	8,777,000	2.7	2,758
State Preschool	191	35,817,000	11.1	19,264
Alternative Payment	43	25,999,000	8.1	4,881
Resource and Referral	62	7,335,000	2.3	N/A
Family Day Care Homes	23	5,096,000	1.6	1,137
Severely Handicapped	17	1,131,000	.4	250
School Age Parents/Infants	49	6,668,000	2.1	N/A (1400)
Campus	52	10,231,000	3.2	2,058
Respite Care	61	1,027,000	.3	N/A (250)
Job Training (JTPA)	47	2,500,000	.8	N/A (750)
School Age Care (Latchkey)	160	15,476,000	4.8	8,000
Totals	**1102**	**321,640,000**	**100.1**	**81,211 (2400)**

[redacted]

Table 2: Family Fee Schedule

Daily Family Fee		Number in Family				
		2	3	4	5	6
Part Time	Full Time	Gross Monthly Income Level				
$ .25	$ .50	$ 771	$ 955	$1136	$1318	$1500
.30	.60	788	974	1159	1345	1530
.35	.70	804	993	1182	1371	1560
.40	.80	819	1012	1205	1398	1590
...						
1.00	2.00	1005	1241	1477	1714	1950
1.10	2.20	1020	1260	1500	1740	1980
1.20	2.40	1036	1279	1523	1767	2010
...						
1.50	3.00	1082	1336	1591	1846	2100
1.60	3.20	1098	1355	1614	1872	2130
1.70	3.40	1113	1374	1637	1899	2160
...						
2.50	5.00	1237	1527	1818	2110	2400
2.60	5.20	1252	1546	1841	2136	2430
...						
2.90	5.80	1299	1604	1909	2215	2520
3.00	6.00	1314	1623	1932	2241	2550
3.20	6.40	1330	1642	1955	2268	2580
3.40	6.80	1345	1661	1978	2294	2610
...						
5.00	10.00	1469	1814	2159	2505	2850
5.20	10.40	1484	1833	2182	2532	2880
5.40	10.80	1500	1852	2205	2558	2910
...						
6.00	12.00	1546	1909	2273	2637	3000

NB: These are selected entries only. Between $ .50 and $2.00/day, there are ten-cent increments; between $2.00 and $6.00, there are twenty-cent increments; between $6.00 and $12.00, there are forty-cent increments.

A family is charged one fee, regardless of the number of children in care, and that fee depends on the child who is cared for the greater number of hours. A "part-time" fee reflects enrollment for fewer than 6.5 hours per day; a "full-time" fee reflects enrollment for 6.5 hours or more per day.

As noted in the discussion of eligibility, a family is eligible for enrollment only if its income by family size is less than 84% of the state median. Once enrolled, a family is eligible for partial subsidy until its income reaches the state median. (The underlined income represent 84% of the state median in 1986. The final line represents the state median.)

[redacted]

SOURCE: "The 1989-90 Budget: Perspectives and Issues," Report of the Legislative Analyst to the Joint Legislative Budget Committee, February 1989.

To assist the Legislature in determining how to target existing state resources to those most in need of child care, this analysis first provides background information on the cost and affordability of child care in California. We then discuss existing state and federal child care programs. Finally, we examine options available to the Legislature for better targeting state funds to those most in need of affordable child care.

What Types of Child Care Are Available in the State?

There is a wide diversity of child care programs available in California, both in terms of the services provided and in the role the state plays in monitoring and funding them. There are part-day and full-day programs, summer and year-round programs, and programs targeted to specific groups (such as the disabled, children of teenage parents, and abused and neglected children). Some programs receive state or federal funds (we identify these programs in a subsequent section) and some do not.

Generally, all child care programs are required to be licensed by the Department of Social Services (DSS), except for the following which are specifically exempted: (1) programs where child care providers care only for their children and the children of one other family in the provider's home, (2) care provided to children in their own homes, (3) programs, such as after-school recreational programs, in which activities are provided only on a drop-in basis, and (4) programs operated by school districts in which all staff employed are regular district employees and all children served are students enrolled in the district. In addition to the licensed and license-exempt providers, there are an unknown—but presumably large—number of unlicensed child care arrangements.

All the programs vary considerably in cost, though the greatest variation probably occurs in license-exempt care. For example, some license-exempt care, such as care by relatives, may be provided free. Other types, such as care for one family's children in their own home, may be more expensive than many other forms of child care.

There is almost no information available on the cost of *non*licensed (that is, license-exempt and unlicensed) child care; thus, our analysis in the next section deals only with licensed child care. This is not to imply that parents only use licensed care. Clearly, this is not the case. In fact, many child care experts estimate that the number of children enrolled in nonlicensed programs may *equal or exceed* the number of children enrolled in licensed programs.

Is Child Care Affordable?

There is evidence to support a common perception about child care—that many families in which both parents (or the single parent) work cannot afford to purchase child care at private market rates. Child

care policy experts estimate that families can usually afford to pay approximately 10 percent of their incomes for child care services. Table 1 shows the percentage of family income (at various income levels) needed in 1986-87 to purchase licensed child care (at the state's median market rate) in centers or family day care homes *for one child*. (Child care centers are generally licensed to care for more than 12 children and are usually operated at sites other than families' primary residences. Family day care homes are generally licensed to care for up to either six or 12 children and are usually operated in families' primary residences.)

Table 1
Portion of Family Income Needed to Pay
Average Child Care Costs
1986-87

Type of Child Care	*Annual Costs*[a]	*Family Income: Selected Percentages of State Median Income—$33,900*				
		50.0%	*84.0%*	*100.0%*	*120.0%*	*150.0%*
Infant Care:						
Child Care Center	$4,194	25.3%	15.0%	12.6%	10.5%	7.0%
Family Day Care	3,326	19.9	11.8	9.9	8.3	5.5
Preschool Care:						
Child Care Center	3,130	18.9	11.2	9.4	7.9	5.2
Family Day Care	3,149	19.0	11.3	9.5	7.9	5.3

[a] The annual costs are the median rates charged statewide by child care providers (simple average of all providers, not weighted by the number of children served). The costs include both subsidized and nonsubsidized funding rates.

Source: California Child Care Resource and Referral Network, *California Inventory of Child Care Facilities*, February 1987 with June 1988 update, San Francisco, California. The statewide median income ($33,900 in 1986-87) was obtained from the Department of Finance.

Using 10 percent of income as a measure of affordability, the table shows that families earning the state median income—$33,900 in 1986-87—could afford to pay for licensed child care, unless they needed child care for infants or for children with special needs (because care for these children is often more expensive that other types of care), or they had more than one child needing child care.

The table also shows that families with incomes at 84 percent of the state median—$27,588 in 1986-87—paid, on average, between 11 percent and 15 percent of their incomes for licensed child care in that year, unless they received subsidies. In general, the children from families with incomes *below* this level are eligible for subsidized child development programs administered by the SDE. Many of the children who are eligible for the child development programs, however, are not served by them. (We discuss the potential unmet demand for the programs in a subsequent section.) While the child care arrangements for an unknown number of the children from these low-income families may be subsidized through employers, nonprofit organizations, and local governments, it is likely that many families in this income range either (1) pay

the full cost of child care or (2) obtain child care informally at less cost.

Families with incomes of 50 percent of the state median—$16,600 in 1986-87—paid between 19 percent to 23 percent of their incomes for licensed care in that year—a proportion that generally made such care unaffordable for this group, unless they received subsidies. While many of these families were probably eligible to receive Aid to Families with Dependent Children (AFDC), there are no data on the number of these families that received child care through AFDC or the Greater Avenues for Independence (GAIN) program. Among other things, GAIN provides child care to AFDC recipients so that they may work or receive job training.

The next section discusses programs in California that receive state and/or federal funds to provide affordable child care to low-income families, as well as other child care and related programs.

STATE CHILD CARE PROGRAMS

Our review indicates that 16 agencies (13 state agencies and three federal agencies) administer 53 separate programs that provide child care and related services in California. Chart 1 identifies these agencies (and their acronyms, which are used in Table 2).

Chart 1

State and Federal Agencies That Provide Child Care and Related Services in California

STATE AGENCIES	
California Community Colleges	CCC
California Department of Corrections	CDC
California State University	CSU
Department of Developmental Services	DDS
Department of Housing and Community Development	HCD
Department of Motor Vehicles	DMV
Department of Personnel Administration	DPA
Department of Social Services	DSS
Department of Transportation	Caltrans
Employment Development Department	EDD
Franchise Tax Board	FTB
State Department of Education	SDE
State Water Resources Control Board	SWRCB

FEDERAL AGENCIES	
Internal Revenue Service	IRS
Department of Education	DOE
Department of Housing and Urban Development	HUD

Chart 2 shows the percentage of funds administered by state agencies in the current year (total of $747 million) that are provided for the major types of child care. As the chart indicates, 48 percent of these funds is used to support child care for low-income families, 17 percent provides support for child care expenses through tax benefit programs, 17 percent is targeted to particular groups of children (such as those who are disabled, abused and neglected, or the children of high school or college students), and 18 percent is used to support services related to child care (such as capital outlay, state administration of child care programs, and child care referral programs for parents.)

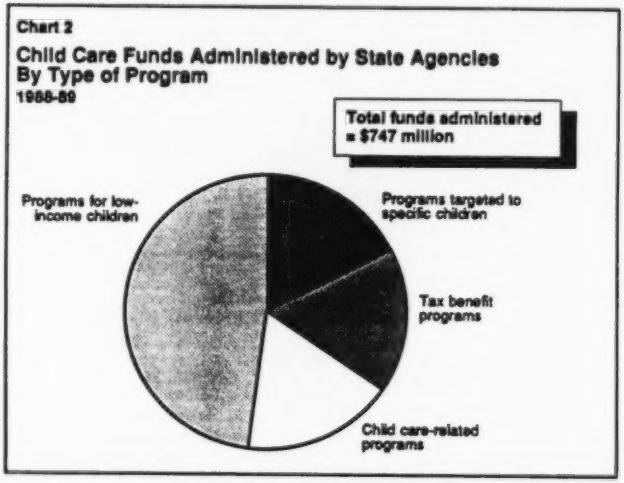

Table 2 lists all the state and federal child care programs operating in California that we were able to identify. The chart provides for each program summary information on eligibility requirements, caseloads, and current-year estimated costs. All the identified programs were funded at a total of $1.4 billion in the current year. The General Fund financed about $614 million (45 percent) of these expenditures and the federal government funded about $756 million (55 percent).

The table displays separately the expenditures of the federal government where the state plays no administrative or policy role. Generally, the programs provide child care and related services through grants or tax credits. While the Legislature cannot directly influence these programs, it may wish to take these expenditures into account when making decisions about the amount of state funds to provide for child care services.

Due to lack of available data, Table 2 excludes programs supported by one-time federal grants not allocated by state agencies, and programs provided through local governments, school districts, private nonprofit agencies and employers, *unless the programs are funded through the state and federal funds we identify*. For example, many school districts operate subsidized child care programs for school-age children. If a district's program is funded through the SDE, it is included in Table 2; if it is funded through general district revenues, it is not included.

Below we discuss in greater detail the two programs that provide the majority of state funding for child care.

Child Development Programs

The SDE administers nine programs which provide direct child care services and nine programs (including two one-time programs) which provide child care services indirectly. In 1988-89, the ongoing child development programs are budgeted at $337.0 million ($334.3 million from the General Fund and $2.7 million from federal funds). The major direct service programs serve families (including AFDC recipients) earning less than 84 percent of the state median income (adjusted for family size), in which both parents or the single parent is in the labor force. Other direct service programs are targeted at specific groups, such as abused and neglected children, migrant children, or the children of teenage parents. The indirect service programs primarily fund capital outlay, child care referrals to parents, training for providers, and special projects.

The direct service programs provided services, usually on a sliding fee scale, to approximately 110,000 children in 1985-86 (the last year for which detailed enrollment data are available). Almost two-thirds of these children were from families headed by single women. Most of the children served were aged 3 through 5 (61 percent), and 98 percent were under 11 years of age. Almost all children (93 percent) were enrolled in child care centers, which are usually licensed to care for more than 12 children.

Our review indicates that the 55,000 children from low-income working families served in 1985-86 through SDE child development programs represent anywhere from 12 percent to 26 percent of the demand for

Table 2

Programs in California That Provide Child Care and Related Services[a]
1988-89 (dollars in thousands)

PROGRAMS[b]	TARGET GROUP	ESTIMATED NUMBER OF CHILDREN SERVED 1988-89	ESTIMATED 1988-89 STATE	ESTIMATED 1988-89 FEDERAL	ESTIMATED 1988-89 TOTAL[c]	COMMENTS
PROGRAMS FOR LOW-INCOME CHILDREN						
General child care (SDE)	Standard[d]	52,453	$208,576	—	$208,576	
Child care for GAIN[e] participants (DSS)	Children of GAIN participants	—[f]	25,931	$4,027	29,958	
State Preschool (SDE)	Low-income, ages 3-5	21,241	36,529[g]	—	36,529[g]	Programs operate part-day only.
Alternative Payment (SDE)	Standard[d]	5,881	33,315	—	33,315	
Dependent Care Disregard (DSS)	Employed AFDC[h] recipients; primarily female heads of households	—[f]	9,794[i]	10,649[i]	20,443[i]	In effect, increases AFDC benefits for employed AFDC recipients with specified child care costs.
Extended day (Latchkey) care (SDE)	Standard[d], ages 6-14	14,953	18,111	—	18,111	Requires participation by nonsubsidized children.
Migrant child care (SDE)	Standard[d], migrant children	2,330	7,326	2,140	9,466	
Child care for employed GAIN participants/transitional child care (DSS)	Children of employed GAIN participants	—[f]	1,776	—	1,766	Provides 90 days of child care for GAIN participants beginning the day they become employed.
Child care for JTPA[j] participants (EDD)	Children of parents receiving training through JTPA	—[f]	—	—[f]	—[f]	Local Service Delivery Areas can spend up to 15 percent of their grants for child care and other support services for JTPA participants.
SUBTOTALS		(96,868)	($338,368)	($16,816)	($355,184)	
PROGRAMS TARGETED TO SPECIFIC CHILDREN						
PROGRAMS FOR CHILDREN OF COLLEGE STUDENTS:						
Child care centers (CSU)	Priority: low-income students, students, faculty and staff, public.	—[f]	$180	—	$180	Funding shown here is divided equally among the 18 campuses (of 19) with child care centers. Total licensed capacity in 1987-88 was 1,197 spaces.

Child care centers (CCC)	Primarily children of students	—[1]	—[1]	—	—[1]	An unknown amount of district funds support centers at 86 of the 109 campuses. Centers served 12,823 children in 1997-98.
Cooperative Agencies Resources for Education (CARE) (CCC)	Children of students on AFDC[b]. Priority: children under age 6.	—[1]	700	—	700	In 1998-99, 99 of the 109 campuses participated. About 60 percent of the total CARE funds support financial assistance for child care.
Campus children's centers (SDE)	Standard[d], primarily campus students	3,775	6,489	—	6,489	
Campus Child Care Tax Bailout (SDE)	Specified community college campus child care centers.	—[1]	4,191	—	4,191	
SUBTOTALS		(3,775)	($11,840)	(—)	($11,840)	
PROGRAMS FOR CHILDREN OF SCHOOL-AGED PARENTS:						
Vocational education—Carl Perkins funds (Tit. II, part A, single-parent (SDE)	Children of school-aged parents	—[1]	—	$8,000	$8,000	90 percent of program funds targeted to low-income areas.
School-Age Parenting and Infant Development (SDE)	Parents enrolled in secondary school and their children	1,300	$6,841	—	6,841	
SUBTOTALS		(1,300)	($6,841)	($8,000)	($14,841)	
PROGRAMS FOR ABUSED AND NEGLECTED CHILDREN:						
Protective Services (SDE)	Abused, neglected or exploited children	2,307	$1,089	—	$1,089	These children also receive first priority for enrollment in other SDE child development programs.
Child Abuse Prevention Program (Ch 1398/92) (DSS)	Abused, neglected or at risk children and families regardless of income	—[1]	—[1]	—	—[1]	An unknown number of counties choose to provide child care as part of this program.
Out-Of-Home Respite Care (DSS)	Abused, neglected or at risk children	—[1]	—[1]	—	—[1]	Respite care is an allowable service in the Child Welfare Services program; an unknown number of counties provide such care.
SUBTOTALS		(2,307)	($1,089)	(—)	($1,089)	

PROGRAMS[b]	TARGET GROUP	ESTIMATED NUMBER OF CHILDREN SERVED 1990-91	ESTIMATED [illegible]			COMMENTS
			STATE	FEDERAL	TOTAL[c]	
PROGRAMS FOR DISABLED CHILDREN:						
Preschool and infant development (DDS)	Infants 0-36 months (1) identified by regional center as at risk or developmentally disabled and (2) required to receive services in their IDPs	—[d]	$4,200	—	$4,200	5,800 children are eligible.
Day care, recreation and other development programs (DDS)	Regional center clients required to receive such services in their IDPs	—[d]	300	—	300	Estimate based on percentage of children under age 14. 24,000 children are eligible.
Respite (DDS)	Regional center clients required to receive such services in their IDPs	—[d]	1,300	—	1,300	Estimate based on percentage of children under age 14. 24,000 children are eligible.
Severely Handicapped (SDE)	Disabled children in the San Francisco Bay area	197	740	—	740	An additional number of disabled children are served in other SDE-administered child development programs.
Special education infant/preschool program (SDE)	Handicapped children ages 0-5	15,000	$1,000	$13,000	$4,000	Excludes funds for individual instruction and other designated services.
SUBTOTALS		(15,197)	($67,540)	($13,000)	($100,540)	
PROGRAMS THAT GIVE PRIORITY TO CHILDREN OF STATE EMPLOYEES:						
State Employee Child Care Program (DPA)	Children of state employees	—[d]	$360	—	$360	Provides grants to state employee groups to develop child care services.
Child care center—Sacramento (FTB)	Preschool aged children; Priority given to children of FTB employees	80	36	—	36	Funding covers the program's fixed costs, such as rent.
State developmental centers (SDCs) on-site child care (DDS)	Children of state employees and community members	360	—[d]	—	—[d]	Five of the seven SDCs have child care centers. SDCs may subsidize centers in exchange for priority or reduced-rate child care services for SDC employees.
Child care center—Sacramento (DMV)	Ages 2-6, open to state employees and the public in the Sacramento area. Priority: (1) DMV employees, (2) state employees, and (3) the public.	64	88	—	88	The DMV center building is state-owned; thus, no funds are spent on rent. Budget includes a maintenance and rent subsidy.

DOT TOT child day care center—Sacramento (Caltrans)	Ages infant-5; open to Caltrans staff and other state employees in the Sacramento area. Priority: (1) Caltrans; (2) state employees.	60	—[1]	—	—[1]	The benefit to the state in terms of increased employee productivity is considered when determining the center's rent.
Child care center—Sacramento (SWRCB)	Priority given to children of state employees	60	14	—	14	Center is located in a state building and pays rent to the state at a subsidized rate.
Child care center—Vacaville (CDC)	Priority given to children of CDC employees	—[1]	—[1]	—	—[1]	Center is located at a correctional facility. Subsidized rent of $1 per year charged.
SUBTOTALS		($14)	($488)	(—)	($488)	
PROGRAMS THAT PROVIDE OTHER CHILD CARE SERVICES:						
Centerforce Inmate Visitation Program (CDC)	Children of inmates	—[1]	$79	—	$79	Provides child care while spouses visit inmates. Funds will pay for 23,808 service contacts (defined as one child care meeting regardless of length) in 1988-89.
School desegregation—child care component (SDE)	Children enrolled in specified school desegregation programs	360	810[1]	—	810[1]	Child care provided as an incentive for minority and white families to participate in desegregation plans at targeted schools.
SUBTOTALS		(360)	($889)	(—)	($889)	
TAX BENEFIT PROGRAMS						
Tax credit for child and dependent care (FTB)	Tax filers claiming child care expenses	960,000[2]	$121,000	—	$121,000	Allows taxpayers to deduct a portion of their child care expenses from their taxable income.
Dependent care assistance program (FTB)	Employees of participating employers	—[1]	8,000	—	8,000	Authorizes employees to place up to $5,000 of their pre-tax income in a child care expense fund.
SUBTOTALS		(960,000)	($129,000)	(—)	($129,000)	
CHILD CARE RELATED PROGRAMS						
PROGRAMS FOR CAPITAL OUTLAY:						
Child care capital outlay (SDE)	Subsidized child care programs	—	—	$18,700	$18,700	Established by Ch 1140/88 and Ch 1208/88 for portable facilities and loans. One-time funds totaled $44 million. Remaining amount will be allocated in 1988-89.

PROGRAMS[8]	TARGET GROUP	ESTIMATED NUMBER OF CHILDREN SERVED 1988-89	ESTIMATED FUNDING			COMMENTS
			STATE	FEDERAL	TOTAL[9]	
Child care centers capital outlay (CCC)	Community college child care programs	—	110	—	110	One-time equipment funds for a new child care center at Mendocino Community College.
SUBTOTALS		(—)	($110)	($18,703)	($18,813)	
OTHER RELATED PROGRAMS:						
Resource and Referral (SDE)	Parents, regardless of income	—	37,838	—	37,838	Provides child care referrals and information to parents and child care providers.
Preschool Scholarship Incentive Program (SDE)	Prospective preschool teachers	—	388	—	388	Provides Early Childhood Education scholarships to those working in the SDE-administered child development programs.
Special projects (carryover) (SDE)	Providers of child care and related services	—	3,866	—	3,866	Funds allocated but not spent in previous years (carryover funds) are used for special projects and child care.
California Child Care Initiative (SDE)	Potential child care providers	—	250	—	250	Primarily funds recruitment and training of new child care providers. Private funds also provide $1 million.
Before and after school program incentives (SDE)	Potential providers of school-age child care	—	—	$338	338	One-time start-up grants.
School age child care (SDE)	Potential providers of school-age child care	—	—	250	250	One-time start-up grants.
Self-care projects (DSS)	Latchkey children, regardless of income	—[10]	253	—	253	Three projects, each with a phone hot-line system, provide training on after-school self-care.
State administration of child development programs (SDE)	Providers of SDE-administered child development programs	—	4,807	—	4,807	Funds used to administer and monitor child development programs serving about 110,000 children.
State administration of child care licensing (DSS)	All licensed child care facilities	—	15,578	—	15,578	Funds are used to license and monitor child care providers. Total licensed capacity of providers is 740,864 in 1988-89.
Special allowance for rent (SDE)	Certain subsidized child care programs	—	441	—	441	Provides rent subsidies.

Community Development Block Grant—Small Cities (HCD)	Low-income families	—[f]	—	88	88	Can be used for operating expenses and capital outlay.
Child Care Food Program (SDE)	Low-income children in preschool and child care programs	—[f]	6,100	74,970	80,070	Provides subsidies for meals and snacks.
Subtotals		(—)	($38,048)	($75,633)	($113,679)	
PROGRAMS FUNDED AND ADMINISTERED BY THE FEDERAL GOVERNMENT						
Tax credit for child and dependant care (IRS)	Tax-filers claiming child care expenses	—[o]	—	$500,000[p]	$500,000[p]	Allows taxpayers to deduct a portion of their child care expenses from their taxable income.
Head Start (DOE)	Low-income, ages 3-5	34,000	—	88,200	88,200	Part-day only.
Dependent care assistance program (IRS)	Employees of participating employers	—[f]	—	25,000[q]	25,000[q]	Authorizes employees to place up to $5,000 of their pre-tax income in a child care expense fund.
Community Development Block Grant—Entitlement Program (HUD)	Low-income families	—[f]	—	—[f]	—[f]	Funds (probably less than $9 million) are generally used for capital outlay.
SUBTOTALS		(34,000)	(—)	($823,200)	($823,200)	
TOTALS		1,104,411	$813,891	$756,549	$1,370,080	

[a] This table does not provide an unduplicated count of services provided because such information is not available. The table most likely underestimates the total amount of state resources provided for child care services, because data are generally not available on the extent to which state agencies, institutions of higher education, and school districts provide in-kind resources (such as facility space and administrative services) for child care programs. The table also underestimates the total amount of resources used to care for the children identified because such information is not available. Specifically, most programs charge parent fees and some programs may receive funding from other sources.

[b] Agency acronyms were identified previously in Chart 1. The programs provide direct child care services unless noted otherwise.

[c] Details may not add to totals due to rounding.

[d] Children served must meet at least one standard eligibility criterion and one standard need criterion as follows. Eligibility: (1) child is actually or potentially abused, neglected, exploited, or homeless; (2) the family receives public assistance; or (3) income is not greater than 84 percent of state median income, based on family size. Need: (1) parents are employed, seeking employment, or in training; (2) parents or child have a medical or psychiatric special need and need child care; or (3) the child is actually or potentially abused, neglected, exploited or homeless.

[e] GAIN: Greater Avenues for Independence.

[f] Figures not available.

[g] The State Preschool and Preschool Scholarship incentive programs are not budgeted separately. Separate funding estimates are based on SDE information.

[h] AFDC: Aid to Families with Dependent Children.

[i] Does not include GAIN or the effects of federal welfare reform.

[j] JTPA: Job Training Partnership Act.

[k] An Individual Development Plan (IDP) is developed for all regional center clients to determine their individual service needs.

[l] The state expenditure is an estimate of the portion of the budgets for Los Angeles and San Diego programs which is reimbursed by the state.

[m] Estimated number of children served assumes one child per slot.

[n] Although the number of children served is currently unknown, estimates will be contained in the DSS forthcoming report, "Year Two Report on Effectiveness and Cost Effectiveness of AB 1563."

[o] The estimated number of children served was reflected previously for the state tax credit. It is not included here to avoid a known duplication.

[p] Estimate for federal tax credit revenue loss derived by multiplying the U.S. Congressional Joint Committee on Taxation estimate for national revenue loss ($4 billion), by 12.5 percent, an estimate of the proportion of the credits claimed by Californians.

[q] Estimate for federal dependent care revenue loss derived by multiplying the U.S. Congressional Committee on Taxation estimate for national revenue loss ($200 million), by 12.5 percent, an estimate of the proportion of the exclusion which related to California taxpayers.

subsidized care. Thus, the potential unmet demand for subsidized care for low-income working families in that year ranged from about 155,000 to 405,000 children. Our estimate assumes *current subsidy rates and eligibility standards* and includes adjustments to reflect the fact that many families would use informal child care arrangements (such as care by relatives) even if subsidized care were available. (The effect of these adjustments *may* be to understate the potential "unmet demand" for these programs. We discuss this issue in greater detail in our report, *The Child Development Program: A Sunset Review*, Report No. 89-5, February 1989).

It is not possible to estimate *total* demand for subsidized child care, because data are not available on the demand for child care for specific groups, such as abused and neglected children and the children of high school students.

Child Care Tax Credit

The Franchise Tax Board (FTB) estimates that the tax credit for child and dependent care expenses will result in General Fund revenue losses of about $121 million in 1988-89. This tax credit allows taxpayers to claim a tax credit for a portion of the "out-of-pocket" expenses they incur in providing care for their children, and for certain other dependents who are disabled. The credit may only be claimed by persons who incur the eligible expenses because they are working or looking for work. Child care costs are eligible for the credit whether or not the child care provider receiving payments is licensed. The credit is nonrefundable, and unused credit amounts may not be carried forward into succeeding tax years.

The allowable *state* credit amount equals 30 percent of the taxpayer's corresponding *federal* child care credit. The current federal credit ranges from 20 percent to 30 percent of qualifying expenses, depending on a taxpayer's adjusted gross income (AGI). The federal credit is equal to 30 percent of qualifying expenses for taxpayers with AGIs of $10,000 or less. The credit amount is then reduced by one percentage point for each $2,000 of AGI income over $10,000, until it decreases to 20 percent for taxpayers with AGIs greater than $28,000. The maximum amount of qualifying expenses to which the federal credit may be applied is $2,400 if one qualifying child is involved, and $4,800 if two or more children are eligible.

Thus, the maximum federal credit ranges from $480 to $720 annually for taxpayers with one eligible child, and from $960 to $1,440 for taxpayers with two or more eligible children. The corresponding maximum state credit is equal to 30 percent of these amounts, or $144 to $216 for one child, and $288 to $432 for two or more children. However, California's

Chairman HAWKINS. Senator, the only question I have—because I think you have been very clear and articulate in expressing your views—on page 7 of your statement, "that we would not have to establish new bureaucracies or forge new interagency agreements but could concentrate on providing more services to our state's families."

Would you elaborate on that in view of the fact that one of the arguments used against H.R. 3 and the ABC proposal is that we would be creating new bureaucracies, and horrible stories have been built up that a lot of bureaucrats, a lot of regulations would be required under the proposal. In view of the fact you seem to dismiss that as an issue, could you just simply and briefly elaborate on that?

Ms. WATSON. Thank you for the opportunity to respond to that question.

First, I want to acknowledge the presence of Wilson Riles, our most able superintendent a few years back. Under his capable leadership, he saw the need to get us started on providing the structure through which we can accept the provisions in H.R. 3. Specifically, we have several state agencies that are now providing child care.

Let me just name a few: the community colleges will provide child care programs; the California Department of Corrections; our state university system; the Department of Developmental Services; the Department of Housing and Community Development, our own HUD; the Department of Personnel Administration; the Department of Social Services; the Department of Transportation; the Department of Motor Vehicles; and the list goes on and on.

Our GAIN program that I mentioned to you before says that if you do not have quality child care accessible to you as a recipient of AFDC, you do not have to go into the GAIN program. The state at the current time is looking for quality child care programs to take care of all the youngsters of AFDC recipient parents. Our school system has done a good job of providing for latchkey children; and so the structure is there.

As I mentioned, our changing family task force has done a lot of the research and investigation that is necessary to identify the departments where we can move these programs very quickly. I am proud to say in 1980 that I carried a bill that requires state government to allow for child care space when building new governmental buildings or expanding or remodeling or leasing buildings. The employees in those buildings can determine whether or not they want to have child care.

They then would become the board that would run that child care program within their own facilities. So we are set up. We are ready to go. And these agencies of government that I just mentioned to you are already doing some limited child care programs on their own.

If we had more money and more resources, we could expand those programs without requiring a new agency.

Chairman HAWKINS. Thank you for that clarifying statement.

Mr. Hayes?

Mr. HAYES. Just a couple of questions.

Ms. Watson, on your current program, you get no help at all from the Federal Government?

Ms. WATSON. Yes, we do. From the Federal agencies, we do receive 25 percent of our income for these programs. There are some Federal agencies that right now have child care programs and we relate to those. One is the Internal Revenue Service. They have their child care programs and their agencies right here in this state. Our Department of Education relates on the program and HUD, the Department of Housing and Urban Development.

Mr. HAYES. As you know, H.R. 3 currently, I think, provides, as you mentioned, for $1.75 billion to support the program. You would say approximately $100 million of new child care funds could be available to California.

Ms. WATSON. Much needed.

Mr. HAYES. How do you arrive at that figure?

Ms. WATSON. Well, I think we have just used your background information in terms of the size of our population and our need, that is the amount that we come out with. It could be corrected upward, if you choose.

We were told several years back—this is about five or six years ago—that the need for child care slots in California was just around 3 to 4 million. Now that we have 290 million people in the state—and I am sure that number will grow after we take the census this year—the need will even be greater, particularly because of the demands of the GAIN program that our welfare recipients, if they have children that are 6 and older, be required to go to work. And because our population is 53 percent female and teenagers are having more children, the need is growing. We can use whatever money comes into this state.

Mr. HAYES. Don't misunderstand me. I am supportive of what you are doing. I would like to see you get more money. I am trying to compare it to my problems in my state where we are so low down on the whole national level.

Ms. WATSON. I am hoping, Congressman, we can do more on our own. If I can get my bond issue passed, that would put hundreds of millions of dollars into a child care fund where community facilities can access that fund and extend their programs or create new programs.

Mr. HAYES. Is any part of your recently enacted state lottery program designated for educational purposes?

Ms. WATSON. That money goes to classroom instruction. Some school districts have determined that classroom instruction extends after the school day and do have some latchkey programs.

Senator Roberti, about almost three years ago, had a bill that had $153 million in it for latchkey programs. So that money and the money from the lottery that goes directly to the classroom, in quotes, some of that money is kind of stretched into child care, but not enough.

Mr. HAYES. I just faced that question, not that it's germane so much here. But we have gotten short-circuited in Illinois. Education was one of the needy programs that some of the funds were supposed to be set aside for.

Ms. WATSON. In my opinion, child care, child development is education. We need to extend it down below age five and also to latchkey, after school programs.

Mr. HAYES. As time passed, while we were asleep, the state legislature made it part of the general revenue. That is where it got lost.

Thank you very much, Mr. Chairman.

Chairman HAWKINS. Senator, you do receive some money under Title XX, don't you?

Ms. WATSON. Yes. Yes. I know that there are other proposals that would address child care and child development. One of our responses is that we don't want to confuse and we do not want to overbureaucratize this money. So sometimes mixing it in with Title XX would make it a little more difficult to assess the money—a little more difficult to account for it.

Chairman HAWKINS. Has the state seen fit to use the Title XX money for child care? Is it devoted to other things?

Ms. WATSON. Certainly we do when we do use part of it.

Chairman HAWKINS. But not a great deal?

Ms. WATSON. Not a great deal. We want to be sure to keep these programs as separate as possible so we can address the central purposes and themes.

Chairman HAWKINS. You don't count adding more money for Title XX as being any solution, do you?

Ms. WATSON. It will help. It is not the total solution. It will certainly help.

Chairman HAWKINS. Thank you.

Again, may I commend you, Senator, for your very splendid record, and we are very delighted to have you as the first witness this morning.

Ms. WATSON. Thank you so much, Congressman.

Chairman HAWKINS. May I ask the audience whether or not the sound is reaching all of you over the auditorium?

You want it louder?

We will speak closer to the microphone. If you can't hear us, wave your hand, do anything to get our attention.

Chairman HAWKINS. The next witness is Mr. Wilson Riles, currently president of Riles & Associates and a former California Superintendent of Public Instruction.

Again I wish to commend you, Mr. Riles, for your very splendid contribution to education, to this state, and to our long friendship. I certainly admired your record and the many wonderful things you are doing and still are doing. We certainly look forward to your testimony today and wish to express appreciation for your taking the time out from your busy schedule to be with us.

Mr. Riles?

STATEMENT OF WILSON RILES, PRESIDENT, RILES & ASSOCIATES

Mr. RILES. Thank you very much, Chairman Hawkins, Congressman Hayes. It is really indeed a pleasure to have the opportunity to offer my comments in connection with your hearing on H.R. 3.

Your decision to consider comprehensive child care legislation is commendable. In my opinion, there is nothing more important to our nation's future than our youth. And it is, therefore, essential that our public policy be dedicated to ensuring that factors that in-

fluence our children's early growth and development are as positive as it is humanly possible to make them.

First, I would like to give you a brief historical perspective of child care in California. Second, I would like to share some of my experiences in focusing and expanding early childhood education during my tenure as State Superintendent of Public Instruction during the 1970s and early 1980s. Finally, I would like to make a few comments about H.R. 3 and the Federal role in general.

Day care in California has a long, long history. Since the early 1900s the State Department of Social Welfare has been responsible for establishing standards and licensing day care and private nursery schools. During the 1920s parent participation nursery schools were developed as a part of adult participation programs. Private parent cooperatives were also developed during this period.

Then during the depression in the 1930s the Works Progress Administration—some people are too young to know what that is, I remember it—established nursery schools primarily to provide jobs for unemployed teachers and to feed hungry children.

In 1942, during World War II, Federal Lanham Act funds became available to provide child care for the children of working mothers who were needed in defense industries. The children of mothers whose services were considered vital to the war effort, such as teachers, nurses, and social workers, were also eligible. The California State Department of Social Welfare was initially responsible for providing consultant services in the development of the program. However, in 1943 the state legislature transferred authority for administering the Child Care Center Program to the State Department of Education.

After the war, when Federal funds were no longer available, the State of California continued to finance the Child Care Center Program as an ongoing part of the Department of Education budget.

In 1963, the California legislature enacted the McAteer Act. I think you were in the Assembly when that was passed, were you not, Congressman?

Chairman HAWKINS. Yes, I was.

Mr. RILES. This was a pilot demonstration to alleviate the problem of dropouts. Preschool was seen as a preventive measure and was fundable under that act. The act also established the State Department of Education under the Division of Compensatory Education, the Nation's first.

In 1949, I was appointed director of the division and given the opportunity of providing leadership in programs to address the needs of disadvantaged children at a time when the state and nation's commitment to such efforts was at its peak.

For example: President Lyndon Johnson's War on Poverty initiated the Head Start program; Title I of the Elementary and Secondary Education Act allowed funds to include preschool and kindergarten; in California, the Unruh Preschool Act, AB 1331, was enacted and established the state compensatory preschool program and directed the Department of Social Welfare to contract with the State Department of Education to provide a preschool educational program as a public social service to children of AFDC and potential recipients with children certified by and receiving social services from local county welfare departments.

The name "Child Care Centers" was changed by the legislature to "Children's Centers," and the legislative intent of such programs was changed from providing "care and supervision" to providing "supervision and instruction;" the Bureau of Preschool Educational Programs was established in the Division of Compensatory Education. That was my division.

The Federal Government established the Work Incentive Program, WIN, which required that child care be provided for trainees; in 1969, Head Start was transferred from OEO—the Office of Economic Opportunity—to HEW and assigned to the newly formed Office of Child Development.

In 1970, Assemblyman Lewis' AB 750 was enacted, which provided for comprehensive preschool and child care programs in California and designated administrative responsibilities to the Division of Compensatory Education. The bill also provided for the transfer of day care programs for which there was Federal funding from the State Department of Social Welfare to the State Department of Education.

As has already been indicated, in 1986, which are the latest figures I have, California expended approximately $320 million—more than any other state—to fund 108,000 children in publicly subsidized child care programs. This, however, was only 9.5 percent of the 1.14 million children in child care.

As I previously indicated, the decade of the 1960s was a period when the state and Federal Government commitment to quality early childhood education was beyond question. But I must underscore the fact that in California, as elsewhere, what has been accomplished thus far is woefully inadequate. The California situation was succinctly stated in a recent report on "Conditions of Children in California" by W. Norton Grubb published by Policy Analysis for California Education, PACE.

"The sense of inadequacy and stalemate holds true even in California, which has the best-developed policy toward child care and early childhood programs of any state in the Nation. The first and most powerful irony concerning child care and early childhood programs in California is that despite California's leadership in providing such care, most informed observers and advocates feel that the current system does not meet the needs of most children or parents. True, we have much to be proud of, and many exemplary programs exist. California provides more state money for child care programs than any other state, and in California policymakers and providers have become more sophisticated about child care than in other states. Yet the supply of child care remains insufficient, resources (including state support) are generally considered inadequate, variations in quality are too great, and many substandard child care facilities exist."

The primary problem, in my opinion, is that in the 1980s early education was removed from the state and nation's agenda. I trust the committee, through H.R. 3, will provide the leadership to put it back.

Time does not permit me to comment in depth on my experience in establishing California's early childhood education initiative during the mid-1970s. I have attached a copy of my article which

appeared in 1975 in Phi Delta Kappan magazine. It will give you further information on the concepts and implementation strategy.

I will only say, though, that although Early Childhood Education (ECE) was based on well-researched concepts and experience, the ideas, as well as a serious effort to put them to practice in schools, was considered revolutionary at the time. In a statewide effort, ECE combined a series of important changes in the ways schools operate:

It required parents, teachers, and the principal at each participating school to develop their own individualized ECE plan after they assessed the needs of the pupils at their particular school; it required a classroom ratio of one adult for every 10 children; it required individualized instruction for all children.

It required a diagnostic/prescriptive approach to learning; it rewarded success instead of failure; it required parent participation in the development of each school's learning program; it required a parent education program at each ECE school; it encouraged the community to focus its resources on its children's needs.

ECE was enacted on a phase-in basis in November, 1972. I might add my challenge was to get the approval of our former governor and president on board on this program. It was a challenge that we met, but it wasn't easy; but it worked. in 1973-74, the first year of operation, $25 million was appropriated for ECE. The plan involved approximately 172,000 children. We kept expanding this and by 1974-75, we had $41 million and were serving 250,000 children in that program.

I feel very strongly that creative early education programs are essential and should certainly have top priority. However, it is not enough to stop there. Programs in the upper grades must be restructured to capitalize and follow through on the "head start" the children have attained. In fact, personally we launched such an effort in the late 1970s only to have it brought to an abrupt end because of the passage of Proposition 13 in 1978.

Again, I want to commend you for your decision to consider comprehensive legislation in the area of child care and early education. My reading of the bill indicates that a substantial effort is being made here to expand successful programs with increased funding and at the same time, permit, and indeed, encourage state initiatives.

If I may, I would like to conclude with two or three observations that I learned from my experience and I believe should be kept in mind as you move forward on this initiative. First, you should be aware of the fact that some would have you believe that the problem you are addressing can be solved merely by providing baby-sitting arrangements. This is untrue. If the proper foundation for our children is to be made, nothing less than quality care with an educational component in a wholesome environment should be tolerated.

Second, states and local providers should be given leeway to establish their own goals and objectives within the framework of the law, but must be held accountable for carrying them out.

Third, appropriate training of personnel is essential and should be required.

Fourth, in order to ensure success, as much or more creative effort must be put into designing and carrying out implementation strategies than was put into the original idea itself. Often legislative bodies, administrative bodies work hard, as you are working hard to set up a program and fund it, and then somewhere along the line, the implementation strategy that people must have to carry it out is lost; and then two or three years later, people are criticized and so on and the program gets a bad name.

And finally, none of us should forget that such an investment is past due. But if it is properly made now, the dividends will ensure our future as a nation.

Thank you very much, Mr. Chairman. If there are any questions, I would be pleased to respond.

[The prepared statement of Wilson Riles follows:]

Testimony by Wilson C. Riles

Before

COMMITTEE ON EDUCATION AND LABOR

U.S. House of Representatives

January 19, 1990

Golden Gate University, Auditorium C

536 Mission Street

San Francisco, California

Chairman Hawkins, Members of the Committee:

It is indeed a pleasure to have the opportunity to offer my comments in connection with your hearing on H. R. 3.
Your decision to consider comprehensive child care legislation is commendable. In my opinion, there is nothing more important to our nation's future than our youth. And it is, therefore, essential that our public policy be dedicated to ensuring that factors that influence our children's early growth and development are as positive as it is humanly possible to make them.

First, I'd like to give you a brief historical perspective of child care in California. Second, I'd like to share some of my experiences in refocusing and expanding early childhood education during my tenure as State Superintendent of Public Instruction during the 1970's and early 1980's. Finally, I'd like to make a few comments about H. R. 3 and the Federal role in general.

HISTORY OF PRESCHOOL AND DAY CARE IN CALIFORNIA

Day care in California has a long history. Since the early 1900's the State Department of Social Welfare has been responsible for establishing standards and licensing day care and private nursery schools.

During the 1920's parent participation nursery schools were developed as a part of Adult Education programs. Private parent cooperatives were also developed during this period.

During the depression in the 1930's the Works Progress Administration (WPA) established nursery schools primarily to provide jobs for unemployed teachers and to feed hungry children.

In 1942, during World War II, Federal Lanham Act funds became available to provide child care for the children of working mothers who were needed in defense industries. The children of mothers whose services were considered vital to the war effort, such as teachers, nurses, and social workers, were also eligible. The State Department of Social Welfare was initially responsible for providing consultant services in the development of the program. However, in 1943 the state legislature transferred authority for administering the Child Care Center Program to the State Department of Education.

After the war, when federal funds were no longer available, the State of California continued to finance the Child Care Center Program as an ongoing part of the Department of Education budget.

In 1963, the California legislature enacted the McAteer Act which provided funds for pilot demonstration projects to alleviate the dropout problem. Preschool was seen as a preventive measure and was fundable under the act. The act also established in the State Department of Education the Division of Compensatory Education, the nation's first. In 1965, I was appointed Director of the Division and given the opportunity of providing leadership in programs to address the needs of disadvantaged children at a time when the state and nation's commitment to such efforts was at its peak. For example:

- o President Lyndon Johnson's War on Poverty initiated the Head Start program.

- o Title I of the Elementary and Secondary Education Act allowed funds to include preschool and kindergarten.

- o In California, the Unruh Preschool Act (AB 1331) was enacted and established the state compensatory preschool program. The act directed the State Department of Social Welfare to contract with the State

Department of Education to provide a preschool educational program as a public social service to children of AFDC and potential recipients with children certified by and receiving social services from local county welfare departments.

- The name "Child Care Centers" was changed by the legislature to "Children's Centers," and the legislative intent of such programs was changed from providing "care and supervision" to providing "supervision and instruction."

- The Bureau of Preschool Educational Programs was established in the Division of Compensatory Education.

- The federal government established the Work Incentive and Training Program (WIN) which required that child care be provided for trainees.

- In 1969, Head Start was transferred from OEO to HEW and assigned to the newly formed Office of Child Development.

- In 1970, Assemblyman Lewis' AB 750 was enacted which provided for comprehensive preschool and child care programs in California and designating administrative

responsibilities to the Division of Compensatory Education. The bill also provided for the transfer of day care programs for which there was federal funding from the State Department of Social Welfare to the State Department of Education.

In 1986, California expended approximately $320 million--more than any other state -- to fund 108,000 children in publicly subsidized child care programs. But this was only 9.5 percent of the 1.14 million children in child care.

As I previously indicated, the decade of the 60's was a period when the state and federal commitment to quality early childhood education was beyond question. But I must underscore the fact that in California, as elsewhere, what has been accomplished thus far is woefully inadequate. The California situation was succinctly stated in a recent report on "Conditions of Children in California" by W. Norton Grubb published by Policy Analysis for California Education (PACE):

"The sense of inadequacy and stalemate holds true even in California, which has the best-developed policy toward child care and early childhood programs of any state in the nation. The first and most powerful irony concerning child care and early childhood programs in California is that despite California's leadership in providing such care, most

informed observers and advocates feel that the current system does not meet the needs of most children or parents. True, we have much to be proud of, and many exemplary programs exist. California provides more state money for child care programs than any other state, and in California policymakers and providers have become more sophisticated about child care than in other states. Yet the supply of child care remains insufficient, resources (including state support) are generally considered inadequate, variations in quality are too great, and many substandard child care facilities exist."

The primary problem, in my opinion, is that in the 80's early education was removed from the state and nation's agenda. I trust this Committee through H.R. 3 will provide the leadership to put it back.

EARLY CHILDHOOD EDUCATION

Time does not permit me to comment in depth on my experience in establishing California's early childhood education initiative during the mid 1970's. I have attached a copy of my article which appeared in 1975 in Phi Delta Kappan magazine. It will give you further information on the concepts and implementation strategy.

I will only say here that although ECE was based on well-researched concepts and experience, the ideas, as well as a serious effort to put them to practice in schools was considered revolutionary at the time.

In a statewide effort, ECE combined a series of important changes in the ways schools operate.

- It required parents, teachers, and the principal at each participating school to develop their own individualized ECE plan after they assessed the needs of the pupils at their particular school.
- It required a classroom ratio of one adult for every 10 children.
- It required individualized instruction for all children.
- It required a diagnostic/prescriptive approach to learning.
- It rewarded success instead of failure.
- It required parent participation in the development of each school's learning program.

- It required a parent education program at each ECE school.

- It encouraged the community to focus its resources on its children's needs.

ECE was enacted on a phase-in basis in November, 1972, when Senate Bill 1302 was approved by the state legislature and signed into law by the governor. In 1973-74, the first year of operation, $25 million was appropriated for ECE. The plan involved approximately 172,000 children (14% of the state's enrollment in kindergarten through the third grade) in 1,013 schools in 800 school districts. In 1974-75, ECE's second year of operation, the program was expanded to include 22% of the children in the same four grade levels. The state ECE appropriation of $41 million enabled 829 school districts to serve approximately 250,000 children enrolled in 1,300 schools. The appropriation provided participating schools with an extra allocation of $130 for each child in the ECE program; an additional $65 per pupil was provided for the lowest achievers.

I feel strongly that creative early education programs are essential and should certainly have top priority. However, it is not enough to stop there. Programs in the upper grades must be restructured to capitalize and follow through on the "head start" the children have attained.

In fact, we launched such an effort in the late 1970's only to have it brought to an abrupt end because of the passage of Proposition 13 in 1978.

H.R. 3

Again, I want to commend you for your decision to consider comprehensive legislation in the area of child care and early education. My reading of the bill indicates that a substantial effort is being made to expand successful programs with increased funding and at the same time, permit, and indeed, encourage state initiatives.

If I may, I'd like to conclude with two or three observations that I learned from my own experience and I believe should be kept in mind as you move forward with this initiative.

First, you should be aware of the fact that some would have you believe that the problem you are addressing can be solved merely by providing baby-sitting arrangements. This is untrue. If the proper foundation for our children is to be made, nothing less than quality care with an educational component in a wholesome environment should be tolerated.

Second, states and local providers should be given leeway to establish their own goals and objectives within the framework of the law, but must be held accountable for carrying them out.

Third, appropriate training of personnel is essential and should be required.

Fourth, in order to ensure success, as much or more creative effort must be put into designing and carrying out implementation strategies than was put into the original idea itself.

And finally, none of us should forget that such an investment is past due. But if it is properly made now, the dividends will ensure our future as a nation.

APPENDIX

26-622 0 - 90 - 3

Wilson C. Riles

ECE IN CALIFORNIA PASSES ITS FIRST TESTS

In the fall of 1973, California began implementing one of the most massive statewide education reforms ever undertaken. Early childhood education, kindergarten through third grade, has been completely restructured. In this article, the California state superintendent, who conceived and labored for the reform, maintains that initial assessments show excellent results.

What is Early Childhood Education (ECE) in California? How does it work? Why are so many people talking about it?

ECE has attracted special attention because it is a revolutionary *statewide* plan to restructure schooling from kindergarten through the third grade. No other state has attempted such a massive reform of its educational system.

ECE is revolutionary because it combines a series of important changes in the ways schools operate into a statewide program of massive proportions:

– It requires parents, teachers, and the principal at each participating school to develop their own individualized ECE plan after they have assessed the needs of the pupils at their particular school.

– It requires a classroom ratio of one adult for every 10 children.

– It requires individualized instruction for all children.

– It requires a diagnostic/prescriptive approach to learning.

– It rewards success instead of failure.

– It requires parent participation in the development of each school's learning program.

– It requires a parent education program at each ECE school.

– It encourages the community to focus its resources on its children's needs.

The ECE approach was developed by the California State Department of Education with the assistance of a distinguished task force of parents and professionals. Their purpose: to establish a greater recognition of the unique learning opportunities in the early school years. The strategy to achieve this recognition is based on a statewide system of encouragement to individual elementary schools to assess the needs of their children, to plan appropriate instructional settings, and to evaluate the effectiveness of their efforts.

ECE was enacted on a phase-in basis in November, 1972, when Senate Bill 1302 was approved by the state legislature and signed into law by the governor. In 1973-74, the first year of operation, $25 million was appropriated for ECE. The plan involved approximately 172,000 children (14% of the state's enrollment in kindergarten through the third grade) in 1,013 schools in 800 school districts. In 1974-75, ECE's second year of operation, the program was expanded to include 22% of the children in the same four grade levels. The state ECE appropriation of $41 million enabled 829 school districts to serve approximately 250,000 children enrolled in 1,300 schools. The appropriation provides participating schools with an extra allocation of $130 for each child in the ECE program; an additional $65 per pupil was provided for the lowest achievers.

These new funds are not simply an add-on to the apportionments or categorical aids received by schools. Participating schools, through a consolidated application, are required to demonstrate that they are utilizing all available resources in a coordinated fashion to meet the needs of their students.

As part of our effort to promote quality programs, no district can expand ECE to additional schools without achieving a measure of success in the ECE programs it is already operating. Unlike some current programs that tend to reward failure by continuing to fund schools with nonachieving children and to remove funds from schools that have raised the level of pupil achievement, ECE provides expansion funds only to the schools that are successfully implementing the program. "Success" is determined by an evaluation system which includes monitor and review teams directed by the State Department of Education.

The ECE approach differs from most categorical aid programs in another important way. It is not limited to helping a single type of child. Instead, it is aimed at *all* students – rich and poor, achievers and nonachievers. One-half of the children in ECE are in the lowest achieving schools within a district and the other half can be children in any mix of schools a district wishes to include.

Unlike the categorical programs launched in the 1960s, ECE promotes comprehensive planning for *all* children. It also coordinates resources that have been used previously in an unconnected fashion.

Individualized attention and instruction, key

WILSON C. RILES (Sacramento California Chapter) is superintendent of public instruction and director of education in the state of California. He has made the development of a comprehensive early childhood education program one of the chief aims of his administration.

"ECE demands that a new look be taken at teaching and the role of the teacher, because under ECE the teacher no longer is simply a conveyor of information. . . ."

elements in ECE, are achieved in part by using aides, volunteers, and parents as classroom assistants under the direction of the teacher. The low adult/pupil ratio contrasts sharply with the traditional primary classroom where there may be 32 youngsters with a single adult – hardly a situation that allows personalized instruction.

In many cases, older students work with youngsters in the ECE program on a one-to-one basis. This type of relationship – cross-age tutoring – often benefits the tutor as much as the child the tutor is helping.

The ECE stress on parent involvement stems from the belief that parents and others in the community – along with teachers and other school staff members – share responsibility for the education of children.

Evaluation of ECE's first year of operation revealed that approximately 23,000 volunteers and 8,000 paid aides worked in the 1,013 ECE schools. The paid aides were usually parents and others from the community.

The Rewards of Parent Involvement

Besides taking part in program planning and evaluation as members of the ECE advisory committee at each school, parents and other community members are directly involved in classroom activities. Besides helping to individualize instruction, the procedure has these advantages: 1) Parents can increase their understanding of their own child and of that child's association with his peers. 2) Teachers can better understand the child and determine the type of attention he needs by becoming acquainted with the child's parents.

Parents assist in the educational process in a multitude of ways. They help prepare instructional materials, work with children on a one-to-one basis, and enrich the classroom by bringing their own experiences, insights, interests, and cultural backgrounds.

State Department of Education teams that monitor and review ECE programs report that parents become learners themselves and begin exerting leadership in the school/community group as they get involved in their youngsters' learning.

Although parent participation is considered one of ECE's greatest contributions to improved education, schools sometimes have great difficulty achieving as much participation as they want and need. They cite three causes of difficulties:

– Traditional parent apathy resulting from former school practices that excluded parents from any significant role in the operations of their school.

– Large numbers of families in which both parents work as full-time breadwinners.

– Single parents who earn a living for themselves and their children.

Parent education in ECE is a continuous process to aid parents in understanding child growth and development and to reinforce the concept of cooperative responsibility on the part of home, school, and community.

Education of parents in ECE programs is provided in a number of ways. It may include seminars, classes at the school site or in mobile classrooms, guided observations of children at work in the classroom, small-group meetings, parent/teacher conferences, home visits, informational materials, and school-home communications.

Parents may study a wide variety of subjects, based on their needs and desires. They may wish to study child development or how to help their children at home. Or they may want to learn more about nutrition, foods, or children's health. Any identified need which would enrich and strengthen the family's involvement in education is appropriate for study.

New Teacher Roles

A new role for the school staff is another key element in ECE.

In spite of the extra effort required, many teachers are saying, "I've never worked so hard, but this is the most rewarding thing I have done in education. The children are interested in learning and the classrooms are much more pleasant."

ECE demands that a new look be taken at teaching and the role of the teacher, because under ECE the teacher no longer is simply a conveyor of information but a planner and manager of all resources and activities within the learning environment.

Everyone's role has changed. Classroom teachers have become master teachers: teachers of parents and of individual children. In changing their role, teachers have done more thinking about their professional selves.

Since much of ECE's effectiveness rests on the dedication, innovativeness, and enthusiasm of the staff, teachers are given the opportunity to choose whether or not they wish to participate in the program.

Some staff resistance has been reported, because ECE calls for such sweeping changes. Teachers have complained that they are overworked with extra meetings, paperwork, and the longer day required to prepare individual lessons for each pupil. Observers feel, however, that many difficulties have been overcome, largely through discussion, training, and the successes that are being achieved in ECE classrooms.

Other difficulties include these:

– Some teachers and administrators have interpreted ECE to be a math and reading program. In spite of the ECE policy statement calling for a "balanced curriculum," observers note that math and reading have dominated some school programs so completely that art, music, science, and social studies are taught the last thing in the afternoon – if there is time.

– Some teachers and administrators focus on the form of the program and disregard the intent. Those who fall into this trap must learn how to see children and their parents as people rather than as racial, ethnic, or social stereotypes.

Overall, however, teachers are performing well and most support the program. They are encouraged

California's Early Childhood Education program was onstead during Wilson Riles's first term as state superintendent of public instruction. In the above photo, Riles is shown visiting a California ECE school.

by the fact that they are able to extend their full talent to teaching, because with aides and other assistants they no longer are required or expected to do everything in the classroom.

The role of the teacher is truly different from the experience of most teachers in the typical school of the past. In an ECE program, the teacher is the leader of a team effort -- a mixture of teacher aides, parent volunteers, grandparents, older students, auxiliary personnel, and teachers with various kinds of expertise. No longer can the teacher shut the door and exclude the outside world from what goes on in the classroom.

The Principal's Critical Role

As the educational leader of a school, the principal plays a particularly critical role in bringing together diverse elements within the school and community and welding them into a unified force working toward common goals.

Besides giving leadership to the ECE program, principals often assist their staffs with record keeping. This is a massive task in ECE, since the needs and progress of individual students, as well as the objectives and progress of the program itself, must be continually assessed and recorded.

In some ECE schools, the principals even make house calls if parents can't get to the school.

Thus the principal's role under ECE is far more than that of an administrator at a desk. In an ECE school, he is a teacher as well as the person who leads in the development of parent, teacher, and community involvement in creating the school program and making it work.

The added burdens ECE places on principals have created problems. Some principals, as well as teachers, complain that they are overworked with extra meetings and paperwork. The job of coordinating the work of community volunteers, many of whom must work on odd schedules, is also disturbing to some principals.

In some cases, principals have been criticized for playing a key role in decisions to adopt new, unproved systems of programmed learning materials to achieve ECE goals. In other cases, principals have been responsible for the misuse of excellent programs, attempting to use them as panaceas for all problems.

Staffing under ECE is improved by the wide use of such auxiliary personnel as psychologists, nurses, counselors, and community workers, in addition to teachers and aides.

Staff Retraining

Because the staff carries such a heavy responsibility in ECE, staff development activities are under way at most participating schools to train or retrain personnel.

Staff development plans at each school usually reflect an awareness of the need to understand and meet the learning requirements of all children adequately, particularly in schools where the youngsters' racial or ethnic backgrounds are different from those of the staff.

Inservice training is offered to credentialed and noncredentialed personnel, parents, and other volunteers.

In Sacramento, for example, the school district's Staff Training Department conducts inservice training programs, seminars, and other activities to help teachers, aides, and parents learn to use time, space, materials, and human resources in new and productive ways.

Planning for an ECE program captures the energy of the school community. The school staff, parents, and others from the community enter into a process of assessing school needs and setting goals and objectives related to those needs.

"Because this process forces people to think and come to an agreement, it is vital to the success of an ECE program," says H. Glenn Davis, ECE program manager and associate superintendent for elementary education at the State Department of Education.

"Before making any decisions about what their ECE program should be, parents and staff must understand what is actually going on in the school, what the deficiencies are, and what changes might be made," Davis adds.

In conducting its needs assessment, the school/community group uses a variety of techniques. Often included are surveys of the school's population, programs, staffing patterns, and training programs for staff. Also frequently included are analyses of available resources, telephone or personal interviews, and written questionnaires seeking the views of parents and staff about current conditions and desired changes in the school program.

"Planning for an ECE program captures the energy of the school community . . . assessing school needs and setting goals related to those needs."

"Our first-year results indicated that change is taking place faster and more effectively than we'd dreamed it would."

Once a school/community group has established a clear record of existing conditions, it develops a precise statement of desired conditions. Overcoming the differences between what *is* and what is *desired* becomes the goal of the local ECE program.

As school/community groups assess their educational needs and desires, many of the people involved change their views on what they want their school to be doing. Usually, these changes help establish a good common ground between the different elements and points of view, laying a solid foundation for other aspects of the ECE program.

Operating, Monitoring, Evaluating

Another important element in program planning is the development of steps to be followed in the operating phase, including a schedule of activities to carry out the plan.

Schools develop a management design that details fiscal administration and procedures for gathering, processing, and reporting information.

An evaluation design containing procedures for assessing all phases of the program, including pupil progress, is developed and becomes an integral part of the school's comprehensive plan.

Local plans are reviewed and modified annually by the school/community group as objectives are met or not met and priorities are rearranged. Wherever possible, objectives are expressed in measurable terms. Activities are proposed to meet each.

Since accountability at all levels is an integral part of ECE, monitoring and evaluation are a continuous process.

Before being recommended to the State Board of Education for approval, ECE school district plans are rated by State Department of Education consultants. Subsequently, one or more members of a monitoring team makes periodic on-site visits to the school to observe the program in action and to obtain direct impressions of its effectiveness from teachers, parents, and administrators.

A three-part evaluation system has been developed for all ECE programs, with each of the parts being given a different emphasis or weight:

– Process, which includes the writing of the plan, implementation of a time-management system, and the on-site visit.

– Product, the end-of-year attainment of specified objectives, including pupil progress.

– Fiscal management.

The state department requires school districts to submit regular reports to document expenditure of funds, assess the degree and success of program implementation, and evaluate pupil progress in quantitative terms.

In addition to accomplishing program audit tasks, the regular on-site visits by members of the Sacramento-based monitor and review team lend moral support and encouragement locally.

Where To Get More Information

Copies of a new 25-page report on ECE (*Early Childhood Education in Action – The Second Year*) are available from Publications Sales Office, California State Department of Education, P.O. Box 271, Sacramento, CA 95802, at a cost of $1 per copy (includes mailing and handling), plus six cents state sales tax for those who live in California.

Success To Date and Future Plans

How well is ECE working and what are the plans for its future?

First-year data indicate that ECE is working well. Data collected in 1973-74 from on-site reviews at each ECE school by the Department of Education's monitor and review teams indicate that participating schools have been overwhelmingly successful in implementing the ECE concept. These data reveal that nearly 90% of ECE schools have:

– introduced and operated an individualized program of instruction that continuously appraises the needs and provides appropriate learning opportunities for each child in the primary grades;

– involved parents as an instrumental part of the ECE reform effort through their active participation in the planning, implementation, and evaluation of comprehensive school programs;

– introduced staff development activities that are enabling teachers, aides, parents, and other volunteers to work together effectively in the individualized ECE school programs;

– established an ongoing process of parent education to aid parents in understanding child development and growth and to reinforce the concept of cooperative responsibilities on the part of home, school, and community;

– engaged principals, teachers, and parents in an unprecedented process of comprehensive program design tailored to the pupil populations of each ECE school, with the result that program plans, implementation, and evaluation have been thorough and consistent.

As should be expected for such a large program, not all ECE schools were able to implement their effort effectively. Thus some 13% of the 800 school districts participating in 1973-74 were not permitted to expand their ECE programs in 1974-75.

Assessment of pupil achievement was weighted at 10% of ECE's first-year evaluation. Studies prepared by the Department of Education on the operation of ECE during the 1973-74 school year revealed that pupils in ECE programs demonstrated substantial achievement gains in many schools, gains that were beyond my expectations. The gains were particularly impressive for a program of such magnitude, and for a program with 50% of the participating schools serving poor children.

While there is no doubt about the accuracy of ECE gain scores, the first year of any major reform effort must focus on building a foundation for change and an assessment system to measure that change. Our first-year results indicated that change is taking place faster and more effectively than we'd dreamed it would. And we'll have better ways to measure that change in the years ahead.

Overall, however, test scores (75% of ECE children were given pre- and posttests) showed that pupil academic gains exceeded normally anticipated performance levels.

In the first grade, 47% of the pupils in ECE programs started the year in the lowest quartile of achievement. At the end of the year, only 26% were scoring in the lowest quarter of achievement.

Specific results in mathematics and reading at the end of the first year were as follows:

Mathematics Results – Substantial gains were reported in mathematics. Pupils in the first, second, and third grades in ECE programs progressed at the rate of 12 months' gain for 10 months of schooling.

The typical gain in mathematics for the average child is 10 months of progress for 10 months of schooling. For economically disadvantaged children not enrolled in special programs, the typical gain is seven months for 10 months of schooling.

Reading Results – In reading/language development, pupils at all four grade levels in ECE programs achieved an average of 11 months of educational gain for each 10 months of instruction.

Reading gains were even greater for ECE children when the basic ECE allocation of $130 per child per year was used in combination with funds from categorical aid programs.

For example, when compensatory programs, operating under the federally supported Title I of the Elementary and Secondary Education Act, are coordinated with ECE, the typical gain in reading is 13 months of progress for 10 months of instruction. Typical reading progress in a successful Title I program that does not include additional help from other special programs is 10 months' gain for 10 months of instruction.

The typical learning rate in reading for economically disadvantaged children who do not have the benefit of specially funded programs is only seven months' gain for 10 months of schooling. The typical learning rate in reading for the average child is 10 months' growth for 10 months of instruction.

Because of its successful record, ECE was expanded in the 1975-76 school year. The goal was to increase the percentage of the state's children in kindergarten through the third grade in ECE schools from 22% in the 1974-75 school year to 50% in the 1975-76 school year. However, the state budget finally authorized only 32% because of pressures resulting from the recession.

ECE was designed to include all the state's 1.28 million youngsters in kindergarten through the third grade by 1977-78, but more funds will have to be appropriated by the California legislature and approved by the governor if it is to be expanded to the extent envisioned.

The cost of the expansion this year to 32% is about $20 million more than the $43 million invested in ECE last year. Thus the total cost of ECE in the 1975-76 school year will be $63.2 million.

ECE has made a profound mark on the educational landscape. In less than two years, it has generated tremendous momentum for change. Many of its concepts are being adapted for use in the upper elementary grades and in nonparticipating schools. The impact of this sweeping attempt to revitalize public education in California is being watched across the nation.

As a result of this success, I'm willing to fight for ECE. I've been in education and politics long enough to know that you can't choose to die on every hill – but this is one hill I'm willing to die on. □

"I've been in education and politics long enough to know that you can't choose to die on every hill – but this is one hill I'm willing to die on."

Norman C. Guith

A Doctoral Study of Differential Staffing in California's ECE Schools

In a doctoral study endorsed by the Association of California School Administrators and the California State Department of Education, a questionnaire returned by 125 elementary principals in California ECE program schools in large districts revealed the following:

1. There was a significant decrease in the adult-to-pupil ratio as a result of the utilization of teachers, paid aides, volunteer aides, and cross-age tutors. The ratio dropped from 1 to 6.54 in 1972-73 to 1 to 2.90 in 1973-74.

2. More than 85% of the respondents reported a significant positive change in student attitude as a result of the use of paid aides, volunteer aides, and cross-age tutors. Less than 1% reported any negative change in attitude.

3. More than one-half of the respondents reported a decrease in the number of referrals for disciplinary reasons, which they attributed to the use of paid aides and volunteer aides in ECE classrooms.

4. In the opinion of the respondents, nearly 100% of the teachers in schools in which they served as principals somewhat favored or strongly favored the use of paid and volunteer aides.

5. Nearly 93% of the respondents indicated that district-wide teacher organizations somewhat favored or strongly favored the use of differentiated staffing as implemented in ECE schools.

6. In response to community surveys, respondents reported that 89% of the parents and members of the school community strongly favored the use of paid aides in ECE classrooms and 65% strongly favored the use of volunteer aides in ECE classrooms, whereas only 1% strongly opposed this practice.

The data gathered by the questionnaire suggested these recommendations: The Early Childhood Education programs under SB 1302 should be continued, with greater emphasis on 1) improving the pre- and inservice education programs for paraprofessionals working in these schools; 2) increasing the number of participating schools; and 3) surveying perceptions and preferences of the parents and school communities toward differentiated staffing. □

NORMAN C. GUITH (Orange County California Chapter) is superintendent of schools, Borrego Springs Unified School District, Borrego Springs, Calif. This note is drawn from a doctoral dissertation he recently completed at the University of Southern California.

WILSON RILES & ASSOCIATES, INC.
555 CAPITOL MALL, SUITE 740
SACRAMENTO, CALIFORNIA 95814

WILSON RILES, President 916-448-0800

WILSON RILES

Wilson Riles is President of Wilson Riles and Associates, Inc., an educational consultant firm with headquarters in Sacramento, California.

Riles began his educational career as a teacher in a one-room school on an Apache Indian Reservation near Pistol Creek, Arizona. After working in other Arizona public schools as a teacher and principal, he moved to California and joined the State Department of Education in 1958. In 1965, he became Director of Compensatory Education, administering a $100 million dollar program for disadvantaged children that became a model for similar programs throughout the nation. Dr. Riles was appointed Deputy Superintendent for Programs and Legislation in 1969.

He was elected Superintendent of Public Instruction for the State of California in 1970 and was reelected twice -- serving as Superintendent for twelve years, from 1971-1983. He provided leadership in California's public school system during twelve years of unprecedented challenges to the nation's resources and programs. Declining enrollment, the Serrano vs. Priest decision, imposed revenue limits, and mandatory basic competency legislation were some of the challenges which he faced during office. During the same period, he provided leadership in the development of early childhood education programs, special education, gifted and talented education programs, programs for limited and non-English speaking youngsters, and general programs designed to improve education for all students. Among his higher education activities, he has served as an ex-officio Regent of the University of California and a Trustee of the California State Universities and Colleges.

Riles has worked closely with the business community. He is a former Trustee for the Foundation for Teaching Economics and is Director Emeritus of Wells Fargo Bank and Director of Pacific Gas and Electric Company.

Riles earned national recognition during his service as State Superintendent. He has served as President of the Council of Chief State School Officers and has been an advisor to four presidents on national educational issues.

Wilson Riles received both his Bachelor of Arts and Master of Arts degree from Northern Arizona University and is a holder of nine honorary doctorates from prestigious colleges and universities throughout the United States. He is also the recipient of numerous awards of public service and educational leadership.

BIOGRAPHY OF WILSON RILES

PERSONAL DATA

Born: June 27, 1917, Alexandria, Louisiana

Family: Married to Mary Louise Phillips, 1941
Children: Michael; Mrs. Marvia Bostick; Wilson, Jr.; Phillip

Education: B.A. Degree, Northern Arizona University, 1940
M.A. Degree, Northern Arizona University, 1947

Honors:
Honorary Doctor of Laws Degree, 1965
Pepperdine College, Los Angeles, California
Honorary Doctor of Humane Letters, 1971
St. Mary's College, St. Mary's College, California
Honorary Doctor of Humane Letters, 1971
University of the Pacific, Stockton, California
Honorary Doctor of Laws Degree, 1972
Claremont Graduate School, Claremont, California
Honorary Doctor of Humane Letters, 1972
University of Judaism, Los Angeles, California
Honorary Doctor of Laws Degree, 1975
University of Southern California, Los Angeles, California
Honorary Doctor of Laws Degree, 1976
Northern Arizona University, Flagstaff, Arizona
Honorary Doctor of Laws Degree, 1976
University of Akron, Akron, Ohio
Honorary Doctor of Laws Degree, 1981
Golden State University, San Francisco, California

Awards:
Berkeley Citation for Distinguished Achievement and Notable Service to the University of California, Berkeley, 1973
Spingarn Medal, Highest Award of the National Association for the Advancement of Colored People, 1973
Distinguished Service Award, Harvard Club of San Francisco, 1978
Robert Maynard Hutchins Award, Encyclopedia Britannica, 1978
Medal for Distinguished Service, Teachers College, Columbia University, 1979
Distinguished Alumnus Award, American Association of State Colleges and Universities, 1979

PROFESSIONAL EDUCATION EXPERIENCE

1940-54 Elementary school teacher and administrator, Arizona Public Schools

1954-58 Executive Secretary, Pacific Coast Region, Fellowship of Reconciliation, Los Angeles

1958-70 California State Department of Education, Served as Consultant and later Chief of the Bureau of Intergroup Relations; Director of Compensatory Education and Associate Superintendent of Public Instruction; Deputy Superintendent of Public Instruction for Programs and Legislation

1971-83 Superintendent of Public Instruction, State of California

CURRENT ACTIVITIES

President, Wilson Riles and Associates, Inc.
Member, California Governor's Commission On Educational Quality
Member, The Cleveland Conference
Member, National Association for the Advancement of Colored People
Member, Phi Beta Kappa
Member, National Advisory Council, National Schools Volunteer Program
Member, Association of California School Administrators
Member, American Association of School Administrators
Member, Board of Directors, Wells Fargo Bank and Wells Fargo Company
Member, Board of Trustees, Foundation for the Teaching of Economics
Member, National Committee on United States-China Relations, Inc.
Member, Board of Directors, Pacific Gas and Electric Company
Member, Editorial Advisory Board, Early Years Magazine
Member, Save the Redwoods League Council
Member, Board of Directors, Marshall McLuhan Center on Global Communications
Member, Board of Advisors, California Association of Student Councils

PAST ACTIVITIES

Chairman, Task Force on Urban Education, U.S. Office of Education
President Johnson's Task Force on Urban Educational Opportunities
National Advisory Committee on the Teacher Corps
NEA Task Force on Urban Education
Advisory Committee of California Legislature's Joint Committee on Higher Education
California Teachers Association's Human Relations Commission
Advisory Panel of Stanford Center for Research and Development in Teaching
Ad Hoc Advisory Committee on Financial Statistics for Urban Education, U.S. Office of Education
2nd Vice President, National PTA
Member, Board of Trustees, Educational Testing Service
Member, Board of Trustees, American College Testing Program (Vice Chairman 1981-82)
Member, Advisory Board, California Congress of Parents, Teachers, and Students, Inc.
Member, Center for Public Affairs, Board of Councillors, University of Southern California
Melbo Professor of Education, University of Southern California
Member, National Council on Educational Research
Member, Stanford Research Institute Council
Ex-Officio Member, Board of Trustees, California State University
Ex-Officio Member, Board of Regents, The University of California
Member, Council of Chief State School Officers (President 1981-82)
Member, Educational Commission of the States
Member, National Advisory Council on Child Nutrition
Member, Task Force on Federal Education Policy, The Twentieth Century Fund
Member, Board of Trustees, Joint Council on Economic Education
Member, Board of Directors, Industry Education Council of California
Member, Advisory Council, Stanford Business School, Stanford University
Member, National Council for Children and Television

MILITARY SERVICE

Veteran, World War II, U.S. Army Air Corps

Chairman HAWKINS. Thank you, Mr. Riles. I am sure there will be several questions, although your statement is a very thoughtful and insightful one in terms of the issues involved.

May I just interrupt long enough to recognize and to present to the audience a group of young people from the Whitney Young Children's Center? I think they are over there. Would they please stand up?

[Applause.]

Chairman HAWKINS. We are deeply appreciative and moved with a great deal of emotion to have these young people with us today. It is what it is all about. Certainly, we look forward to encouraging them in every way possible and giving them the opportunity that I believe the best parents would want of every child in America.

Thank you very much. Thank you for the very creative display. I often see those at football games. Carry on. We love it. Thank you.

Wilson, no need to tell you how much we appreciate your testimony. I was looking for some part of it with which I might be able to disagree. Very difficult, however. I think your experience backs up the statements that you have made.

It is pretty obvious you have gone through a period of time, and I think to some extent we went through that time with you. Apparently the state has moved from an original handling of the problem in some way as a part of the welfare system, moved rapidly to one of not only custodial and caretaking, but actually instructions and then into a more formal education and early childhood development, which is precisely what we are attempting to do in H.R. 3.

We certainly hope that H.R. 3 will implement that concept and we certainly ask you to counsel with us and help us to make sure that we do that. There is no need wasting money. Again, from the experience that we have had in this state, we should have learned something.

Certainly there are those who want to take us back to the old concepts merely to save money. I think that idea should be repudiated. You have done an excellent job in your statement. We certainly appreciate it.

Mr. Hayes?

Mr. HAYES. Thank you, Mr. Chairman.

I must say, Mr. Riles, ditto to what my chairman just said. Your statement is very comprehensive. You said something that sort of stuck with me because you said in your opinion. I think I share your opinion, but maybe I go further.

You said early education was removed, in your opinion, from the state and Federal agenda. I think it certainly is true, but I sort of think it is no accident that it was removed. I think it was by design, particularly as it relates to the economically disadvantaged children in this country. We don't want to spend the money or put forth the effort of giving them an opportunity for education on an equal basis with those who are more affluent. Do you share that opinion?

Mr. RILES. Yes. And I don't want to bash anybody. I don't know, but I can tell you that the commitment and enthusiasm and determination that we witnessed in the 1960s and the 1970s in addressing the problem of the disadvantaged, in the 1980s is no longer there; but—and why I am not sure, but I know now people are be-

ginning to raise this question again about class, the underclass. You begin to hear this now.

Interestingly enough, people are finding the reality that we have known all along that when—that we are really talking about a society that has become class-divided. The hopeful sign I see is that industry and corporation are beginning to raise this question and beginning to offer support to it, and I trust that all of us now will begin to take a look at that because we are not talking about handouts any more. We are talking about an investment; and if we fail to make that investment with our kids, we are going to pay down the road as a society.

As a matter of fact, we are already paying.

Mr. HAYES. And you might agree in your support for H.R. 3 it is an attempt to resurrect part of the programs that were in effect in terms of educating our children, providing certain care for them, tutoring, guidance, as part of the system. In saying that you feel that we set it aside, what did we replace it with? What do we use those dollars for now, if you look at it in terms of dollars and cents? What are we using them for? Since this wasn't one of our top priorities now in terms of spending dollars for this purpose, what did we do with the money?

Mr. RILES. I tell you the philosophy. What happened with a report that came out of the Federal Office of Education which pointed to the poor conditions of education and so on in the—I think it was the late 1970s. The term "excellence" hit the headlines and everybody was talking about excellence.

Now I don't know of anyone that does not support excellence. That is like motherhood; you can't be against it. But in their implementation of that strategy, they began to focus only on that part of it without trying to make everybody excellent and grow and so on.

So your structures and so on seemed to be forgotten and then, of course, your dropout programs increased. I mean the dropouts increased during the 1980s where we had been making some gains. Chapter 1—by the way, is a program designed to raise the achievement level of children from low-income families. I quote the legislation. Do you ever hear anything about Chapter 1 now?

Let me tell you something. I have been doing some research for an article that I did. I was really struck by it. I had to do this article on—I think it was your bill, Congressman Hawkins—a bill changing from Title 1 to Chapter 1, and so on and so forth.

When I became director of compensatory education in 1965, the Federal Government put in $70 million which was more than any other Federal funds coming into the state before that time, because in the Vocational Education Act at that time, it was only $50 million.

We put together a division to see that this money goes to the youngsters and programs were designed to deal with that. Okay?

We worked with the Federal Government. I was on the phone every day. We didn't get into a fight with the Federal Government. I would say to the director in Washington, "Here is what we would like to do. Can we do it?" And he would say, "Well, I don't know, Wilson, it sounds good to me. Let me talk to the lawyers."

You also have to talk to the lawyers. They would talk to the lawyers. He would say, "You can do this." Or he would say, "Could

you do it this way instead of that and accomplish your same purpose?" In other words, there was enthusiasm there. I looked at the amount of money California is getting now under Chapter 1. $400 million. Okay? I looked at the structure to administer it; and instead of a division to administer that money in California, we only have six people.

Now I think the question—it is legitimate to ask the question not of the Federal Government but this state and every state in the union, what are you doing with those resources to raise the achievement level of these kids and stop the dropout rate?

What I am talking about here is commitment, a determination; and what I am saying, or trying to say here, during the 1980s, this seemed to have been lost as we put attention on something else. And I have a feeling now, though, with your effort here and your commitment that maybe you will stimulate people to really refocus on the task that we must address.

Mr. HAYES. I want to tell you on behalf of the committee we certainly appreciate your testimony. If you have any ideas that you would like to recommend in the form of amendments or changes to H.R. 3, that the committee would consider them. You could drop them—you have 10 days to drop us a line. We would certainly like to consider your experience in this whole area. it is one that could be very beneficial to us.

We are struggling with a problem now, as you well know, when we go back into session next week. Certainly child care is not going to be one of the top priorities. We have to find money to replace what we tore up in Panama, and we will also be faced with the decision on the part of some to push for more funds for building more Stealth Bombers at the cost of half a billion dollars.

These are the kind of priorities we are faced with now. I want to say anything you can help us to raise the level of education to the top point on the legislative agenda in terms of supporting with this fund would be helpful to us.

Thank you very much.

Mr. RILES. Mr. Hayes, I certainly want to thank you for the opportunity of being able to present testimony today. I certainly will be in touch with you on any ideas that I have that might be helpful. At this stage in my career, I am not running for office, don't plan to. I am not looking for a job; but my commitment——

Mr. HAYES. Don't commit yourself in that direction so far.

Mr. RILES. My commitment to children still remains. I think whatever contribution I can make, I will be most delighted to try to make it.

Thank you very much.

Mr. HAYES. We certainly could use more people who think like you.

Mr. HAYES. The next witness is Mr. Paul Proett, Manager of Family Services from Apple Computer.

STATEMENT OF PAUL PROETT, MANAGER OF FAMILY SERVICES, APPLE COMPUTER

Mr. PROETT. Thank you.

Mr. HAYES. As has been said, since you don't have prepared testimony.

Mr. PROETT. Thank you for allowing me to testify. It has been an interesting week for us. Our focus has been not away from the children but in many other places. I certainly do thank the committee for asking me to provide comment today, as it will just be a comment on our snapshot view as a company getting involved in early childhood education. I am also very honored to be among such distinguished speakers as Mr. Riles, Mr. Honig, and your panelists.

I am a 15-year early childhood educator. I started at the bottom of the ranks as a child care aide when I was in college thinking I would become one of those lawyers. Unfortunately, I thought children were an important political cause as well and stayed with the program, and have seen 15 years of working up the ranks to be in this position today as manager of family services for Apple Computer. I think it is a rather unique position in corporate America.

However, I probably get one call a month from another corporation asking me about my job description. So I think that families are indeed working part of the mindset of corporate America; however, as I go on with my comments, I think you will probably come to the same conclusion that I have that it is as difficult for corporate America to implement these programs as it is perhaps for the state government, Federal Government, and the local government.

We have a lot of work to do. We have a lot of work to do together. Again let me give you a brief snapshot of what we do and why we do it.

Mr. HAYES. Proceed.

Mr. PROETT. Apple Computer is a relatively small company in the world of American corporations. We only have 10,000 employees worldwide. I think we have a fairly well-known name in the computer industry and we have grown tremendously. I think that is a background to why we are the way we are.

We are a very visionary company. We have a culture extremely employee-oriented and probably until last year was considered a young culture, a young population. Our average age three years ago was 28 years old. Our average age today—and obviously we have done hiring to affect that—is 34 years old.

With that growing up in 1985 became a issue in our company of what are we going to do about the child care needs of our employees. That came up in a very informal way. However, we do most of our assessment at the company informally. We do it through discussions with employees and open forums with the chairman and executive staff. Probably the greatest commitment was made on our company when an employee stood up at a meeting with 4000 employees and said when are we going to have a child care center, and our chairman made the commitment to have one then.

I will talk a bit about our child care center because I think it does have an early childhood education, early childhood development program, and I hope that that is a model for industry as they continued to develop programs. However, I do want to tell you we do call our service family services and we have several programs that we think support families besides the child care center.

The child care center is a public service in that it gets lots of press and lots of attention, but it is not really the only way we

assist families with their work and family conflict. We provide a baby bonus. There is a $500 bonus to any family who has a new child. We realize that that is a type of extreme financial drain. So we congratulate people who take on this rather new lifestyle when a child enters their life.

We have an adoption assistance program in which legal fees and some of the other fees involved with adoption an employee can get assistance of up to $2500.

We participate in a flexible benefit program; and through Federal tax law, we are able to allow employees to use pretax dollars to pay for their child care anywhere in the United States. We have our child care center which I will comment a bit about.

Our most active program is called resources and referral. We serve almost 500 employees a year through the assistance program of resources and referral and I believe through your deliberations you probably heard of such a program type. We have one of those. We do that through a partnership with community-based organizations throughout the country.

We also provide parenting assistance at the workplace through seminars and publications and family counseling intervention. That is a pretty simple notion, but the working parent, working 8, 9, 10 hours a day, simply does not have the ability to access the resources in the community unless at 9:00 at night they are in their home with their children. We provide some of those services at the workplace, a seminar on what do you do with a two-year-old, a seminar on how to get through toilet training, some information any and all parents need to have. The easiest way to access it is at the workplace.

We also think some of our family services or some of the way the corporate culture supports families or is family-friendly is through our flexible time and flexible place options, through job sharing options, as well as generally being flexible and knowledgeable to the conflict of work and family. Many of our managers have told us that when an employee's child is sick, they are aware that the employee needs to be at home with their child, and that employee uses their own sick leave for that.

I think one of the questions that I was asked to answer here today was why did we do a child care center and perhaps what are some of the insensitivities that we have seen in that and perhaps some of the problems in developing that. I think we developed a child care center because we had a commitment from our chairman and we also have a very can-do attitude.

I think we were a little naive as to how quickly we could start such a program. It took us almost 2½ years. Some of the barriers to that development were a site search. We were denied a use permit by our local government for a child care center. I think any child care operator in this room today will tell you horror stories of finding and developing the correct site.

We do not have family-friendly cities in general. We are beginning to see that movement, I think in California. We have several cities in California who have child care coordinators that are trying to enact some change in local government policy about land use and child care and children.

So 2½ years in development for our child care center. I think the other major feat for us was that we developed a quality program; and indeed some of the comments that Mr. Riles made earlier about what is quality child care is indeed the kinds of things that we wanted to implement.

We have a developmental program; children grow and learn at their own pace. The teacher is an open-ended questioner and facilitator of their learning.

We also believe that the most important part of our child care center is the teacher; and indeed, I know you will hear later, if you haven't already, the dilemma of teacher pay is indeed one of ours as well. I believe that our solution to that has not been an easy one. All of our teachers are Apple employees, which leaves them open to, I think, probably the best benefit package for any teacher in the country. I would put it against any benefit package in the country.

It is a full medical, full dental, with choices, life insurance, a profit-sharing plan, a number of things that our teachers are able to get.

We also have a compensation system that is probably above the average, and often we do our comparisons in compensation with school districts. You know the differences. When I started teaching in an early childhood education center, that was one of the best in my city, with a bachelor's degree, I made $3.50 an hour.

The times have changed slightly, but not much.

So the focus of our program has clearly been on the quality of the staff, and we try to maintain that. However, I have to say the economy of a high-tech industry is changeable, and is flexible and many companies like ours have to react quickly. And the cost of a quality program is costly. Our parents pay market rates and that only pays for about half of the costs of the child development center. That is primarily because of our teachers are paid an equitable wage.

The other major concern that comes up when companies are developing child care centers is the liability concern. It is unfortunate. Indeed this is a landmark day, or yesterday perhaps. The beginning of the liability scare has come to an interesting turn with the McMartin preschool case in Southern California.

We found our liability situation to be not a frightening one, but an expensive one. Liability insurance was a six-figure—the premium number was a six-figure number, just the premium for us. We addressed liabiiity in two ways to deal with this premium number. That was that we said we would do the highest quality of care. We found an insurer that does indeed look at the quality of care and expects quality of care above and beyond the California minimum regulations that we would normally be under.

So we have better than regulatory teacher-child ratios as a result of our insurer. We also felt that control was an issue. A decision that many companies make in developing child care programs is do we make it a subsidiary, how do we structure it to minimize our liability?

Our technical legal interpretation was that when you are involved in any kind of service business—and indeed child care that involves the care of young children which is a business of con-

cern—any business like that, there is liability risk. There is liability risk in having automobiles. There is lots of liability risk out there.

The way we felt we could deal with that is not to distance our relationship with the child care center, but to have complete control over it. I think that is a unique interpretation from many of the companies that are around the country. Many of those are separate entities from the company in which the company may provide funds or space, but they are separate from the company. We felt that being part of the company meant that we had control and that therefore control over some of the liability and risk concerns. Indeed, if we made the staff part of Apple Computer, we would have some of the best teachers in the area.

However, I must say in our 2½ years now, we have watched the child care industry mature. There are a number of high-quality providers of child care out there who are providing child care for business; and as we march forward in trying to develop more alternatives for our families, we will look at all sides of the child care industry as it grows and matures.

Our center serves 74 children. We have served 124 families in the last two years we have been in business. Our turnover rate of staff is less than 15 percent in two years; and our family turnover rate is less than 5 percent if you discount the attrition that goes off to kindergarten. We would invite anybody in this audience or members of the committee to go to Silicon Valley to visit the center. We provide tours, 10:30 to 12:00 on any Thursday.

I will be here in the audience for some of you if you would like to talk to me about more specifics of that.

Again, I said the problem of our particular small encounter with early childhood education has been financial. It is very difficult to be as flexible as we are in our industry with our finances in often what becomes a quarter-by-quarter orientation to our finances. it is difficult. You can't take child care away, nor would we want to. But the amount of financial commitment that child care takes and the amount of child care that we need to develop as a company is an extremely large expense item.

The other is the scourge of the site. I think that has been a difficulty for us. Most industrial or office space is not suitable for children. Our child care center is housed in a school site near the company. It is appropriate.

I think the other concern that is always a concern to any benefit manager, and that is the area that I work on. Under our benefits organization, it is the changing tax laws and codes in which we must operate our benefit programs. We have seen several changes come through Section 89 and we have seen some great concerns come about through some interpretation of Section 129 of the Tax Code that deals with dependent care assistance.

I think benefits departments in reality don't do things because of regulatory changes. They wait for regulatory changes, and initiative is difficult to take.

As I talk to other companies and try to provide minimal assistance to other companies, I do think in the last five years what we have now in corporate America is the ultimate question about developing family services is not why but how will they develop it.

They perhaps have the same challenge that you do, that state government and local government do: What is the most appropriate mechanism to implementing good early childhood development programs and who are the best actors for that.

I think many, many corporations are asking those questions and need assistance with that.

I think the other thing that is happening in corporate America—and it is not a surprise to you, I realize—but again as an early childhood educator in the company I have become sensitive to this. There are great demands on companies. Work and family is an extremely important issue.

I think we are lucky that the issue raises to the level of some of the other work force pressures that are on companies. The rising cost of health care is indeed the number one. The need for the change in our retraining programs and the need to become more sensitive to minority recruitment and to retraining. Those issues are out there and pressuring the work/family issue; but indeed the work/family issue is within the top five along with those.

So consequently with those kind of issues in any company, they must prioritize those issues. Work and family don't always make it to the top. As I said, work and family two years ago made it to the top of the agenda at Apple because we had a diligent employee group that asked.

I realize that child care for all companies will be put in the context of work and family and that developing a child care center may not be what that company has designed; but that company may still develop a superior response.

When we at Apple look at work and family conflict we consider these criteria: What is the balancing act of time for families? Is there resource efficiency in the community? Can we make the resources available more efficiently? Do we need to provide direct services? And always, always: Are we providing employee choice? That is the number one criterion in our services, that we provide choices. Ours is not to say this is the best child care center. Ours is to say we have several options that you can exercise.

What will we do in the future and from my vantage point what am I looking at to present to my upper management? More guidelines on time flexibility for families. More flexibility in benefit choices. I think a dream I personally have is that an employee could actually—right now we have what we call flexible benefits, but all flexible benefit programs have a basic core to them.

I think there are many families who have double insurance plans with both parents working; and if one side of the house, one of the working parents could completely flexualize and take and not choose a medical plan and put that into child development services, that is the kind of flexibility I would like to see.

The other area we will work a lot more in over the next five years is working with community-based organizations throughout the country who are indeed on the forefront of developing new services. We have had the greatest success, as I said earlier, with two—what I would consider—community-based organizations, one that hundreds of community-based organizations that do resource and referral services that help us operate our resource and referral

program. Our local school district was probably the other resource from which we gained the most assistance in developing programs.

I think the other thing that Mr. Riles said more astutely than I is that, as I said, there are many debates within the corporation about what we should be doing about human capital. One of the number one debates is education.

My greatest challenge is to get people to understand children are educated before four or five years old. I think that will take a lot of leadership outside of the corporation and in the education community to realize that a child learns probably even before they are born, if not the moment at which birth takes place. Learning is beginning, and some of the most important learning occurs early. We understand that in a very small way.

I am actually concluding, Mr. Chairman. I know Mr. Honig is on a tight schedule and needs to get out of here.

In conclusion, we have visited this issue in a small way at the Apple Computer and are proud of the things we have done. We are looking for partners in government and leadership, along with the corporate leadership, to say early childhood education is extremely important in this country, let alone the 7 to 10 million children that go to child care everyday, let alone the others in early childhood settings or in self care.

Those children are the most important future for the American work force and that is our very small concern.

Thank you for your time.

Chairman HAWKINS. I would like to make one slight modification. Our next witness, Mr. Honig, the Superintendent of Public Instruction, does have a time problem. Would you join us at the witness table?

Needless to say, Bill, we are delighted to have you. I know few public officials who will respond as quickly as you will to a request. We appreciate the manner in which you have kindly consented to be a witness today. I don't have to go into all the admirable things I can say about you.

Mr. HONIG. You can do it, Mr. Chairman, feel free.

Chairman HAWKINS. I will do it some other time when you and I have more time. I don't want to take too much time away from you. That is the only reason I don't say much more than I do. We do understand you must leave at 10:45.

We are looking forward to your testimony. Without going into the nice things, you may proceed and we will try to expedite your departure, which we regret very much.

STATEMENT OF BILL HONIG, SUPERINTENDENT OF PUBLIC INSTRUCTION, SACRAMENTO, CALIFORNIA

Well, thank you very much.

Congressman Hayes, it is nice to be here. I think H.R. 3 is the most important bill facing the country right now. Both personally, as State Superintendent, and for the California Department of Education, I would urge its passage and give you all our support in this endeavor.

I also want to thank you personally, Mr. Chairman, for the leadership you have exercised in putting this bill together It is what this state needs, what this country needs.

As you know—and you heard the previous testimony—we have a crisis on our hands as far as child care and child development. We know it works, especially if there is a developmental part of it. And the payoff is tremendous. Yet, we have only one of five, or one out of six of our youngsters who have availability, who need this type of program, have available child care or one that they can afford, with the right quality. And I think this bill will go a long way in remedying this situation.

I have some prepared testimony that we would like to read into the record. I would just like to hit a few highlights of issues that are before the Congress and would like to make several remarks about them.

Diane Watson and Wilson Riles, I think, gave you a very good picture of the history of child care in California. We have a strong program in the state. We learned things about how to provide both child care and child development services for youngsters and we have had some experience of what works and what does not work.

I think it has something to say about why H.R. 3 is the right way to go. I think the major area for us, where there is controversy, is this whole issue over the Title XX regulations. Whether that is an alternative plan is being discussed. I would strongly urge you to stick to your guns on this bill and the theory and ideas you have in here. I will tell you why:

There is always a tension or a fight between those that want child care just as a means for providing jobs. Let's make it available, but neglect the additional expense that is necessary to make it child development. As long as the kids are there and as long as they need this child development so much, the research is so clear, as you well know, that for every dollar invested in child development, you get a tremendous payoff—$5 to $6 down the road. That is the Perry research that shows that, and a variety of replications show that is the time to invest.

Especially here in California, when one out of six youngsters does not speak English as a primary language, we need that kind of availability when they are at that age. The verbal and oral development and social development, are so crucial to success later on in school.

So the problem with the idea of running it through social welfare or some of the other institutions is that they lose sight of the educational importance of these programs. We had that experience here in this state. In 1971, there was a discussion about whether these programs should be run through the Department of Education or whether they should be run through social welfare. We won the battle and I think it is a tribute to the people that put these programs into place, is that they have maintained a strong educational component. I think that is why we have successful programs in the state. Not large enough, not accommodating enough youngsters, but they have the right strategy. We have the right idea how to put this on.

If these Federal funds do become available, I think they will expand and build on what we learned.

We have another piece of history, which is in this testimony. Just recently, we passed GAIN legislation in this state which is for welfare recipients, trying to get them off welfare and into jobs. It was a bipartisan effort. In that, there was a recognition that child care was essential and again that was not given through education, it was given through social welfare institutions.

As a result, they just did a piece of evaluation, and as a result, they found that there has been a disinclination to build in the educational component, to provide the services available in the right manner, and the details of that are in this testimony.

I think that will be helpful that we have had two experiences in this state. There continues to be a political effort on the part of some to strip the child development portion away from child care under the understanding that that is all you need. You don't need this other component. I think that that would be a major mistake in this country, to veer away from that. That is why we so strongly support the way you have this bill drafted. I hope these experiences help you in that effort.

A couple of other comments I would make. We support all the components. You heard the component having to do with the business sector, how important that is to stimulate their participation.

Head Start should be expanded. I think there is a good understanding of that idea.

Then the idea in Title II of encouraging the expansion of school based programs and coordination with community based programs. I think we have a good experience here of doing both of that. We try to stimulate schools. We try to stimulate community organizations. We have a good working relationship here in California.

If you are going to do that, the standards part of this bill is very crucial, because it is one thing to say we are going to have an educational component. It is another thing to make sure the quality is there. I know people have said, well, that means another bureaucracy will build up. I think it is the opposite. If you put it through Title XX, you will get another bureaucracy. If you put it through existing programs, as has California, we can use the existing strategies and put these resources to work right away.

So I know those of us in California who have experience with this are backing you all the way on this particular piece of legislation.

[The prepared statement of Bill Honig follows:]

TESTIMONY ON H.R. 3, THE EARLY CHILDHOOD AND DEVELOPMENT ACT

BEFORE THE HOUSE COMMITTEE ON EDUCATION AND LABOR

by

Bill Honig

Superintendent of Public Instruction
California State Department of Education

San Francisco, California

January 19, 1990

Good morning. My purpose in appearing at this hearing is to express my support and that of the California State Department of Education for the Education and Labor Committee version of H.R. 3, the Early Childhood and Development Act.

I want to begin by commending Chairman Hawkins for his excellent effort to produce a comprehensive child development bill which targets assistance to the disadvantaged and assures that standards for safety and quality are set and met by providers. We in California were very disappointed that, despite the efforts of Chairman Hawkins, agreement could not be reached on this legislation before Congress adjourned in 1989. We regard H.R. 3 as the number one priority when the Congress reconvenes this month. This should be the first item on the congressional agenda.

As previous research and testimony presented to the Committee on Education and Labor in the development of H.R. 3 shows, parents seeking child care face three barriers: high cost, limited supply, and uneven quality. These factors limit child care choices, and often force parents to settle for whatever is available rather than what they prefer. Clearly, federal support is needed to stimulate the growth of child development resources, to provide safe, nurturing and developmentally appropriate programs for children, and to provide access to such programs at an affordable cost for families.

The enactment of H.R. 3 would, I believe, lead to a realization of these goals because it focuses limited resources on those most in need of child development services, builds on existing programs of proven effectiveness, emphasizes education and developmental care, expands parental choice, provides resources for coordination and referral among programs, and encourages business involvement. This bill is particularly important because it recognizes the value of an early educational intervention for at-risk preschoolers and promotes a high standard of partnership between programs funded by the bill and schools.

As a comprehensive child care bill, H.R. 3 is compatible with existing child development programs in California. California has achieved national recognition as having the most comprehensive child care system of all the states. The State Department of Education administers 13 types of child care and development programs, such as State Preschool (comparable to the federal Head Start), Center-Based programs, Latchkey, Respite, Migrant, Family Day Care Homes, to name a few. (A listing of programs and funding levels is contained in Attachment A.) These programs are funded at approximately $347 million with state general funds which serve 120,000 needy children. State funding coupled with federal Head Start funding of $114 million serves an additional 35,000 children and provides them critically needed early intervention services. Yet despite our combined resources and adjusting for services by private providers, there are more

than one million preschool and latchkey children who are eligible for child care services, have an immediate need for such services and, yet, remain unserved. We are only meeting nine percent of the need in California. For every child served in a preschool program, there are 91 income eligible children unserved.

The child care programs administered by the California State Department of Education are notable because of our commitment to high quality standards, strong accountability, and diversified delivery system through school districts and community-based organizations. These programs are subject to comprehensive statutory and regulatory standards covered in areas such as staffing qualifications, staff ratio, and program quality. Adherence to these standards is insured by extensive monitoring and oversight.

Preschool service needs coupled with the growing incidence of poverty among children, single parent households, needs of limited-English speaking children, and special needs children such as handicapped, abused, and exploited children, represent a challenge that we the state and federal government must respond to aggressively. Research and policy reports such as Restructuring California Education (Business Roundtable, 1988), Right from the Start (National School Boards Association, 1988), Children in Need: Investment Strategies for the Educationally Disadvantaged (Committee for Economic Development, 1987) all call for an increased commitment to support comprehensive intervention

and preschool programs. As evidenced by the Perry Preschool study (Schweinhart, et al, 1985) and Syracuse study (Lally, et al, 1987), early preschool intervention pays social, economic, and educational dividends.

H.R. 3, as it is presently constituted in all of its five Titles provides the necessary infrastructure to support these much needed child care and child development services.

I am particularly enthusiastic about Title II of H.R. 3 which would amend the Elementary and Secondary Education Act to provide funding for Local Educational Agencies to establish, expand, and operate early childhood development and school-age programs which are developmentally appropriate and meet the diverse educational, cultural, social, emotional, and recreational needs of children from age three to 13. These child development programs would be articulated with the regular school program to encourage smooth transition from preschool to kindergarten and from kindergarten to first grade. The programs proposed in Title II closely parallel in part the recommendations made by the California School Readiness Task Force in its 1988 report Here They Come: Ready of Not! and would provide much needed fiscal assistance and additional impetus for articulation and appropriate educational intervention for young children. I, therefore, heartily support Title II of H.R. 3.

I am, however, deeply concerned about the movement to fund Title III of the bill through Social Services block grant funds under Title XX of the Social Security Act. Title III is a major section of H.R. 3 to which 35 percent of the total authorization is allocated for child care services for infants, toddlers, and young children. If Title XX becomes the vehicle to provide child care, it would be administered at the federal level by the Department of Health and Human Services and at the state level by a lead agency selected by the Governor. This Title XX funding mechanism presents several major problems to California regarding administration and program emphasis.

The California Legislature in 1972 designated the State Department of Education as the single state agency for child care and development programs. From 1969 through 1981, State Department of Education-administered child development programs were funded in part by Title XX and its precursor, Title IV-A, through an interagency agreement with the State Department of Social Services. This arrangement was found cumbersome and ill-suited to policy formulation and implementation since the State Department of Education and the State Department of Social Services held and still hold quite divergent views of the purpose of child care. Child care under the State Department of Social Services has meant providing care at the lowest cost with little or no regard to the nature of the care. There are no state standards applied to the child care programs administered by the Department of Social Services and no oversight or compliance.

This has resulted in little more than custodial care. The problems with the arrangement, compounded by federal requirements, were so acute as to prompt the California State Legislature to "buy out" federal funding and replace it entirely with state general funds. Since then, the State Department of Education has focused on providing eligible children a healthful and safe program which includes a strong educational and developmental component that is experiencial and age-appropriate, is staffed by credentialed and permitted teachers formally trained in early childhood education or child development, and maintains a high ratio of teachers and adult supervision for children.

It is essential to maintain high quality child development programs in California, and I believe that quality would suffer significant erosion if Title XX is the administrative vehicle and funding source for child care. This view is supported by a recent study by the Manpower Development Research Corporation (1989) of the Department of Social Services-administered child care under the state Greater Avenues for Independence (GAIN) program. The study concluded that GAIN participants were: (1) not consistently apprised of the availability of child care, (2) not informed of child care options available, (3) GAIN child care funds were grossly under-utilized, and (4) given a choice, participants would elect a program with an educational emphasis. Moreover, the study found that the administering agency had made little or no attempt to refer and pay for high quality programs

such as Head Start or the variety of programs administered by the State Department of Education.

In brief, I submit that the use of Title XX funding for child care services, however well intended, would have dire consequences in California. At risk is a repetition of the numerous problems encountered under a similar funding mechanism between 1969-1981, an unnecessary layer of administration, and potential dilution of current quality standards and accountability. The intent and purposes of H.R. 3 can best be achieved by direct funding, as originally proposed, and administration by the State Department of Education. Therefore, I urge that the Title XX funding provision not be included in H.R. 3.

Thank you, Mr. Chairman, for your leadership in developing this landmark federal legislation. We strongly support your bill and will assist in any way we can to achieve enactment early in 1990.

Attachment

ATTACHMENT 'A'

TABLE 1 : SUMMARY OF FUNDING BY PROGRAM (FY 89/90)

PROGRAM NAME	PROGRAM NUMBER	NUMBER OF CONTRACTS	TOTAL CONTRACTED[1]	PERCENT OF TOTAL FUNDING	AVERAGE DAILY RATE	APPROX. CHILDREN SERVED
STATE - MIGRANT	03036	22	$7,326,000	2.21%	19.63	2,330
STATE PRESCHOOL	03038	183	$36,925,614	11.14%	10.95	21,240
SEVERELY HANDICAPPED	03078	7	$740,000	0.22%	22.63	200
CAMPUS CHILD CARE	03079	49	$10,757,291[2]	3.24%	12.24	3,760
COUNTY WELFARE DEPARTMENT	03080	25	$6,236,277	1.88%	1.82[3]	2,700
SCH-AGE PARENTING (SAPID)	03102	60	$6,941,000	2.09%	NA	3,200[4]
PROTECTIVE SVCS (RESPITE)	03171	58	$1,069,000	0.32%	19.62	2,310
FAMILY CHILD CARE	03184	24	$6,625,254	2.00%	18.70	1,200
ALTERNATIVE PAYMENT	03186	66	$26,938,617	8.13%	16.93	5,880
RESOURCE & REFERRAL	03187	59	$7,425,700	2.24%	NA	NA
SCHOOL AGE (LATCHKEY)	03252	125	$14,602,408	4.40%	10.62	15,000
GEN CC-SCHOOL DISTS	03254	106	$138,799,766	41.87%	19.78	37,620
GEN CC-PRIVATE AGENCIES	03255	206	$61,997,906	18.70%	18.81	13,640
FEDERAL - MIGRANT	03650	10	$2,140,000	0.65%	9.81	788
LATCHKEY ALTERNATIVE PAYMENT	03834	22	$1,341,166	0.40%	16.05	336
EXCEPTIONAL NEEDS	03839	10	$425,884	0.13%	18.06	105
SPECIAL RENT ALLOWANCES	03077	NA[5]	$461,000	0.14%	NA	
PRESCHOOL CAREER INCENTIVE	03149	NA	$300,870	0.09%	NA	
R & R (GAIN)	03401	NA	$220,049	0.07%	NA	
PREGNANT MINORS[4]					NA	6,000[7]
CHILD CARE INITIATIVE	03332	NA	$250,000	0.08%	NA	
LATCHKEY PLANNING GRANTS		NA	$712,185	NA	NA	5,500[7]
RESOURCE & REFERRAL(FEDERAL)		NA	$474,790	NA	NA	
		1012	$331,523,802*	100.00%		121,809[8]

1. Contracted totals as represented in the PRISIS database 9/1/89.
2. Includes $4,385,000 tax bailout for state migrant programs.
3. Hourly rate.
4. Approximate total comprised of 988 infants, 2220 students.
5. 27 agencies receive these funds.
6. Funding included in general revenue sharing; other information is not applicable.
7. Estimated based on funding intent.
8. Contracts are based on units of service, therefore children served represent full time equivalents, Triennial Report, Calif. State Department of

*Does not include the Cost of Living Adjustment contained in the 1989 Budget Act

Chairman HAWKINS. Thank you, Mr. Honig. We especially appreciate your remarks about the standards, because that has been one of the parts of H.R. 3 that was attacked I think rather strongly.

As you have said, we are inclined to believe that if we are going to pass anything, it should be good quality comprehensive child care, otherwise, there is no need fooling with it. We are very strong in that belief and certainly appreciate your contribution in this statement.

We also know of your great relationship with the business community and what you have been doing in that particular field. So we are highly appreciative.

I did have some questions.

Mr. Hayes, I see you had suggested several.

Mr. HONIG. I can stay for five minutes. I can try to answer a couple of questions, Mr. Chairman.

Chairman HAWKINS. Maybe we can just do it by correspondence. There are several questions that can be submitted to you. You and I have a lot of things we have to communicate about anyway. I think we can do it easily that way.

If it is all right with you, we can simply allow you to leave at this time.

Mr. Hayes, I am asking Mr. Honig to give him the opportunity of leaving now, because we appreciate his appearance. I indicated that you and I would submit our questions to him afterwards in writing. I am sure he would be very glad to respond to that.

Again, may we express our appreciation to you, Bill. We will try to give you all the support you need. I think you are doing a very splendid job.

Mr. HONIG. You get this bill passed, you give us the resources, we will put it to good use in the state.

Chairman HAWKINS. Mr. Proett, may I also thank you. In the hurry of trying to put the hearing together today, we wanted to get some testimony from the corporate sector. You responded quickly. We commend you on what you are doing in your particular company.

The only thing I would like to clarify to some extent, or at least to hear what you believe to be the most important issue. You brought into the discussion what has not been introduced too much in these hearings, the idea of liability.

Do you believe that the financial incentive is more important, or should we direct more attention to the liability issue as a means of encouraging private companies to become more involved in the child care issue?

Mr. PROETT. Probably both is the answer. Let me just say, while I made the comments about our liability insurance, that the question was extremely shocking in its beginning. That has subsided in the years to come.

I think probably the place that your initiatives addressed the liability issue is what I am suggesting is our insurer has a prescreener that says you must have these child-teacher ratios, you must have these qualifications for teachers. In a sense, I think our view, or our interpretation of that is that quality care means better managed risk.

So I think the standards that are recommended in the bill, and indeed some of the standards that we see in states like California and Massachusetts, mean that there is less liability, and that that is how our company views it. Quality care means less liability.

So I think you need to get that message out and perhaps talk to some of the insurers. Maybe some of the insurers are beginning to get some data on the difference between liability in a state like Florida, where the child-teacher ratios are one adult for every eight infants, as opposed to California, where it is one adult for every four infants. I wonder if we have information that tells us now that quality care is low risk? That is how we view it. I think it is a question of education, probably.

Financial incentives are indeed the strongest incentive to any business getting involved in something. I didn't mention we have a tax credit here in California, recently enacted, for companies that provide child care assistance. That provides a company like ours about a $48,000 tax credit.

Chairman HAWKINS. Well, I think your example and the experience you had is a tremendous help to this committee. We are toying now with the idea of offering an incentive in one of the titles of the bill. It could be that may be strengthened. If in any way you see the ways in which we could do that, that you think would make that section of the bill even more palatable, and more useful to the business community, we certainly will have the time to do it and look forward to getting any recommendations that you may make in that direction.

Mr. PROETT. I will certainly do that.

Thank you, Mr. Chairman.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. Mr. Chairman, thank you.

I have no questions. Your testimony has been very enlightening to me. I had no idea Apple Computer had its own day care center. I look forward to your written testimony.

Chairman HAWKINS. Thank you.

I have been passed a note that we have present in the audience the teachers and I think the children from the Teenage Pregnancy Parenting Project, sponsored by the Family Service Agency of San Francisco. We are very appreciative of your presence today.

I see something about the Hawkins Railroad. I didn't know I had one. Thank you.

The next witness is Ms. Diana Roan, Director, Plaza East Head Start Program. She is accompanied by Camilla Colbert, Head Start parent. Would those witnesses please come down.

Ms. Roan, you may proceed. We are delighted to have you. You may introduce those who have accompanied you. Please present them as you see fit in order to complete your testimony before the committee.

Thank you for your appearance.

STATEMENT OF DIANA ROAN, DIRECTOR, PLAZA EAST HEAD START PROGRAM, ACCOMPANIED BY CAMILLA COLBERT, HEAD START PARENT AND CASSANDRA ESTER

Ms. ROAN. Thank you.

To my left is Camilla Colbert, who is a parent and has been a parent for two years in the Head Start program, was a chairman of '89 and now is an active parent. Cassandra Ester, our next parent, who has chosen to come with me this morning in support. She is a parent of Head Start and very active.

My testimony is going to be very brief this morning. As most of you know, Head Start is a family oriented program that serves low income families in San Francisco. We provide children and families with a comprehensive program.

The following components are implemented very strongly: Health and nutrition, special education. Mental Health, Family Services. Parent involvement and education.

In these components, we attempt to meet the needs of the families through referral, resource, and education which are at this time limited due to funding. On March 14, 1981, Plaza East Head Start, located in the Western Addition Project area at 1250 Eddy Street, was opened. Up to the present time the needs of parents are not being met in terms of child care due to limited funding. Parents have been encouraged to continue their education. However, efforts to find affordable child care has prevented them from doing so.

Parents participating in a drug rehabilitation program have found it overwhelming to take care of their children while attending counseling sessions. This is a priority in their lives to enable them to go to school for GED courses and vocational training. In the 15 years that I have been working at Head Start, starting as a parent, this has been a need that has been addressed, but has not been implemented due to the lack of funding.

Parents, residents, and community supporters would like to see this concern addressed and resolved soon so that parents can continue to further their education and seek employment, drug rehabilitation, and counseling.

If funding were available, the following project areas could benefit from services: Hayes Valley, Valencia Gardens, Sunnydale, Hunters Point, Potrero Hill, North Beach, Alice Griffith, Alemany, and Holly Park.

I would like to take the position at Plaza East as a site manager. The parents that were going to enroll children into the school I found had a lot of drug problems, and I was ignorant of what drugs were all about. I had to educate myself to be able to help my parents.

I went to Glide. Glide helped me educate myself and help the parents. We started a group called Facts On Crack. This happens every Wednesday at 2:30 at Plaza East. This meeting started with Camilla Colbert—to the left of me, who started it because she thought there was a need for not only herself, but other parents.

I would like to say that on the testimony you will see a lot of attachments, positive things that have happened. We had the Mayor visit us. We have a lot of support there.

I think that throughout the city there are individuals who can benefit from services such as child care, because parents do need to further their education. They do need to seek drug rehabilitation, because without rehabilitating themselves, they cannot seek this education, because they have an obstacle in the way.

Also, to take our time now to say that Cassandra Ester is my first parent who has graduated from Plaza East through the Glide Facts on Crack, who has been clean and sober 90 days. Camilla is on her way. I am going to stay on her until she gets to that point.

I think that is basically it.

[The prepared statement of Diana Roan follows:]

26-622 0 - 90 - 4

Diana Kean

FAR WEST LABORATORY
FOR EDUCATIONAL RESEARCH AND DEVELOPMENT

TESTIMONY

Head Start is a family oriented program that serves low-income families in San Francisco. We provide children and families with a comprehensive program.

The following components, are implemented strongly;
- Health/Nutrition - Special Education
- Mental Health - Family Services
- Parent Involvement and Education.

In these components, we attempt to meet the needs of the families through referral resources, and education. Which at this time is limited due to funding. On March 14, 1989 Plaza East Head Start located in the Western Addition Project area at 1250 Eddy Street was opened. Up to the present time the needs of parents are not being met in terms of childcare due to limited funding. Parents have been encouraged to continue their education. However, efforts to find affordable childcare has prevented them from doing so.

Parents participating in a drug rehabilitation program have found it overwhelming to take care of their children while attending counseling sessions. This is a priority in their lives to enable them to go to school for G.E.D. courses and vocational training. In the 15 years that I have been working at Head Start starting as a parent myself this has been a need that has been addressed, but has not been implemented due to a lack of funding.

Parents, residents, and community supporters would like to see this concern addressed and resolved soon. So that parents can continue to further their education, seek employment, drug rehabilitation, and counseling.

If funding were available, the following project areas could benefit from services:

1. Hayes Valley
2. Valencia Gardens
3. Sunnydale
4. Hunters Point
5. Potrero Hill
6. North Beach
7. Alice Griffith
8. Alemany
9. Holly Park

Please see attached for some of the positive activities that have occured at Plaza East.

1855 FOLSOM STREET · SAN FRANCISCO, CALIFORNIA 94103 · (415) 565-3000

OFFICE OF THE MAYOR
SAN FRANCISCO

ART AGNOS

December 29, 1989

Dear Susan,

It's New Years weekend, and I am catching up on my personal correspondence. I wanted to write personally to you, Geraldine, Millie, Linda, Geri and Jimmie for the wonderful Christmas party which you all and the Plaza East Seniors children helped to me.

I was deeply touched by its beauty and sweetness.

Thank you. I will look forward to seeing all of you again in 1990.

Happy New Year!

Art Agnos

200 CITY HALL, SAN FRANCISCO, CALIFORNIA 94102

HEY THERE MR. MAN I DONE TOLD YOU, GET OFF MY BACK !!!
YOU JUST MESSIN WITH ME CAUSE I'M BLACK !!!

I AIN'T GOT TIME FOR ALL THAT MESS OR BULL CRAP !!!
LEAVE ME ALONE LET ME SMOKE MY CRACK !!!

SO WHAT MOMMA YOU GOT ANOTHER T.V. TO REPLACE THE ONE I TOOK !!!
DADDY WHAT YOU TALKING ABOUT TAKING A LITTLE MONEY DON'T MEAN I'M
HOOKED !!!

SO WHAT'S THE BIG DEAL MY BABY MISSED ONE LITTLE MEAL !!!
THAT DAMN DOPE GOT ME FEELING KINDA ILL !!!

O.K. I'M BEHIND IN MY RENT ONE MONTH ONLY !!!
I USED THE MONEY TO SMOKE SOME CRACK I WAS FEELING A LITTLE LONELY !!

WHAT YOU TALKING ABOUT MY LIFE IS IN A RUTT !!!
KEEP ON TALKING I MIGHT KICK YOUR BUTT !!!

I GOT A LOT GOING FOR MYSELF I CAN SMOKE ALL DAY LONG !!!
I AIN'T OUT THERE DOING NOTHING WRONG !!!

SO LEAVE ME ALONE IT'S MY LIFE TO DO WITH AS I CHOOSE !!!
LET ME LIVE AS I WANT YOU'VE GOT NOTHING TO LOOSE !!!

WOW !! I NEVER THOUGHT IT WOULD COME TO THIS BUT HERE IN
THE HOSPITAL I LIE !!!

AND NOW THREE DOCTORS HAVE TOLD ME THAT I'M GONNA DIE !!!

IF ONLY I HAD OF LISTENED TO YOU ALL AND LEFT THAT DAMN PIPE
ALONE!!!

I WOULDN'T HAVE HAD UNSAFE SEX I'D STILL BE SITTIN IN MY
HAPPY HOME !!!

SO FOR THOSE OF YOU FOR WHOM IT'S NOT TO LATE, TAKE THE TIME
TO CHECK YOURSELF OUT !!!

LEAVING THAT CRACK ALONE IS REALLY WHAT "LIVING" IS ALL ABOUT !!!

CAMILLA COLBERT

"MARTIN LUTHER KING"
"HAPPY BIRTHDAY"

Mr. Martin Luther King, man, how I really miss you !
Before I remember my father, wish you a Happy Birthday I must do !

Though I learned who have become to me you mean so very much more !

For when I'm down and out and life seems to lose it's purpose you
give me a reason to live for !

You stood for a lot not just a little let me break it down if you will !

You had many from losing respect, from starving,and even being killed !

You gave something back to the people that had been lost !

You gave back our search for idenity which is a great cost !

You also taught peace at a price many weren't willing to pay !

Yet you gained love and respect from enough for many to remember you this da

I only hope and pray that my words of expression reach out to you !

And that with the help of the Lord I am able to do at least a tenth
of what you have been known to do !

I will not disrespect your Birthday by using a lot of words !

I only pray my love and respect for you has personally been heard !

Martin Luther King Happy Birthday, you are one of the best

And in the house of the Lord may you always be at rest !

A WORD IS MERELY A WORD, AND IT'S FEELINGS ONLY AN EXPRESSION
AND TRYING TO SHARE IT WITH YOU IS ALL OF IT IN IT'S ESSENCE
WE WANTED TO SHARE THIS WITH YOU FOR WE REALLY DO CARE
YET WE HAVE NO WAY OF DOING THIS IF YOU ARE NOT THERE !
SO ALL WE ASK IS THAT YOU BE AWARE OF OUR SMALL NEED
IN ORDER FOR US TO THANK YOU FOR YOUR GOOD DEED !
WE WILL NOW END OUR WORDS BY SAYING JUST ONCE MORE !
WE CAN NOT THANK YOU UNLESS YOU WALK THOUGH THIS DOOR !

BY

CAMILLA COLBERT
CHAIR PERSON

FREE AT LAST ! FREE AT LAST !

FREE AT LAST! FREE AT LAST !
I DON'T NEED THAT ALMIGHTY BLAST !

FREE AT LAST! FREE AT LAST!
ALL GREIF & SORROW ARE LEFT IN MY PAST!

I WAS ONCE IN A PRISON OF ACOHOL AND DOPE
THE FUTURE FOR ME HELD NO PROMISE OR HOPE!

THEN THERE CAME THE DAY WHEN I KNEW A CHOICE I HAD TO MAKE
NO MORE OF THIS MENTAL AND OR DRUG ABUSE COULD I TAKE !

I FELL DOWN ON MY KNEES AND WITH TEARS IN MY EYES, I TOLD THE
THE LORD, " NOW ITS YOU AND ME IT'S NOW OR NEVER !!!

I HAVE MADE UP MY MIND AND CLEANED OUT MY HEART, I NOW KNOW
WHAT I WANT AND WHATS BEST I'M THROUGH WITH DRUGS FOREVER !!!

IT IS NOW ALL ABOUT ME AND MY CHILD WHOM I LOVE WITH ALL MY HEART !
I WILL NO LONGER ALLOW DRUGS TO TRY AND BRING US APART !!!

FREE AT LAST! FREE AT LAST!
I DON'T NEED THAT ALMIGHTY BLAST

BY
CAMILLA COLBERT

TOO THE BEAUTIFUL AND COURAGEOUS PEOPLE OF GLIDE , I WOULD LIKE TO GIVE THANKS FOR YOUR SUPPORT.

FOR WITHOUT YOU MY LIFE SEEMED UNWORTHWHILE, I WAS ALMOST READY TO GIVE UP AND ABORT !!!

WITHOUT YOU THERE WHERE TIMES WHEN IT TRUELY SEEMED THAT THERE WAS LITTLE OR NO HOPE.
BUT NOW THANKS TO YOU MY LIFE IS NOT ONLY FUNCTIONAL BUT MY LIFE IS WITHOUT DOPE !!!

MAY GOD ALWAYS BLESS YOU AND EMBRASS YOU IN HIS ARMS. FOR I WILL ALWAYS THANK YOU AND CARRY APPRECIATION.

SO LOVELY PEOPLE OF GLIDE I WANT YOU TO KNOW IF EVER I CAN BE OF ASSISTANCE PLEASE CALL WITHOUT HESITATION.

I NOW END THESE WORDS WITH THIS BEING THE BOTTOM LINE.
GLIDE YOU WILL BE MY FAMILY TILL THE END OF TIME!!!

BY
CAMILLA COLBERT

I HAVE A WANT, I HAVE A BURNING DESIRE
NO WATER SEEMS TO PUT OUT THIS FIRE !!!

I HAVE A NEED, I HAVE AN ITCH I CAN'T REACH
I NEED HELP , TO WHOM SHOULD I BE[illegible]

I DON'T KNOW WHERE TO LOOK, I DON'T EVEN KNOW WHAT TO LOOK FOR !!!
I'D DO IT MYSELF IF ONLY SOMEONE WOULD GUIDE ME TO THE DOOR !!!

IT'S DARK IN HERE WHOSE HAND IS THIS MINE [illegible] TOUCH ???
I NOW FILL THE WARMTH I HAVE NEEDED SO VERY MUCH !!!

I THANK YOU FOR THE ANSWERS FOR WHICH I HAVE LONGED FOR SO LONG !!!
NOW THAT I HAVE FOUND YOU THERE IS NO WAY I CAN GO WRONG !!!

I NOW REALIZE THAT THE DESIRE, AND FIRE WAS ME IN SEARCH FOR MY SOUL !!
AND THAT THE MAD ITCH WAS ME TRYING TO REACH MY GOAL !!

AND THIS HAND THAT REACHED OUT TO ME WAS THE HAND OF MY PRECIOUS "LORD"
NOW THAT I HAVE FOUND THE LIGHT, I INVITE ALL TO COME ABOARD !!!

"ALL PRAISES BE TO GOD"

BY
CAMILLA COLBERT .

I WRITE THIS POEM FROM THE DEPTHS AND SOUL OF MY HEART
AND I WRITE IT TOO AND FOR THE PEOPLE OF HEADSTART !!!

I COULD OFFER YOU MONEY AS A FORM OF MY APPERCIATION
BUT WITH THE AMOUNT I HAVE TO GIVE YOU"D SOON REACH STARVATION !!!

I COULD OFFER YOU BRIGHT LIGHTS, FORTUNE, AND FAME
YET A TRIP TO THE MOVIES, IS ABOUT ALL FROM ME YOU COULD GAIN !!!

THEREFORE I OFFER YOU THE MOST PRECIOUS GIFT I HAVE TO GIVE
AND THAT IS MY LOVE, APPRECIATION, AND GRADITUDE FOR AS LONG AS I LIVE

EACH NIGHT IN MY PRAYERS I"LL ASK GOD TO PROCTECT & EMBRASS YOU IN HIS AR
FOR YOUR JOB IS TOO PRECIOUS TO EVER LET THERE COME ANY HARM

THERE ARE A FEW PEOPLE I'D LIKE TO GIVE SPECIAL THANKS AT THIS TIME
FOR INSTANCE GREG YOU'VE BEEN NORE THEN KIND !!!

AND YOU DIANNA I COULD NEVER PASS BY
FOR YOU WILL ALWAYS BE THE APPLE OF MY EYE !!!

MILDRED WITHOUT YOU THERE WOULD BE NO SUN UP IN THE DAY
PRALISE IT OR NOT YOU TAUGHT HOW TO PRAY !!!

GERRI YOU GAVE MY BABY HAPPINESS SHE'S NEVER KNOWN
AND BECAUSE OF THAT YOU'VE HELP TO GIVE HER A HAPPIER HOME !!!

SUSAN YOU MAY BE LAST, BUT YOUR FAR FROM THE LEAST
FOR WITHOUT YOUR HELP MY SUFFERING MAY HAVE NEVER CEASED !!!

I COULD THANK MANY MORE AND WRITE LONGER AND LONGER
BUT THAN MY WRITING HAND WOULD BEGIN TO GET STRONGER !!!

FOR THEN YOU SEE, MY WRITING WOULD NEVER END !!!
AND TO DEEP YOU FROM YOUR PRECIOUS WORK WOULD BE A SIN (SMILE)

SO AS I END THIS POEM, I WANT TO SAY JIMMY, ROSIE AND I HAD NOT FORGOT YO
YOU ARE IN OUR HEART'S AND IN OUR PRAYERS TOO !!!

LOVE,

ROSIE & CAMILLA

REV, CECIL WILLIAMS, WE HAVE SOMETHING WE WISH TO SAY
LET US BEGIN BY SAYING WE WISH YOU A VERY HAPPY BIRTHDAY

THIS IS A SPECIAL DAY FOR UOU THIS WE ALL CAN UNDERSTAND
WE WANT YOU TO KNOW TO US YOU ARE A SPECIAL MAN

WHERE EVER YOU FIND CHILDREN YOUR NAME IS SPOKEN
YOU HAVE KEPT MANY OF HOMES FROM BEING BROKEN

THIS IS NOT ALL YOU'VE DONE THIS IS WELL KNOWN
YOU HAVE GELPED MANY OF DRUG ADDICTS TO LEAVE DRUGS ALONE

WE COULD GO ON AND ON ABOUT YOUR MANY GOOD DEEDS
BUT LET US JUST SAY THANK YOU LOVELY PERSON FOR FUFILLING SO MANY NEEDS

WE AT PLAZA EAST WANT TO GIVE YOU A VERY SPECIAL THANKS, AND WISH THIS
BIRTHDAY BE ONE OF THE VERY BEST
WE ALSO WANT YOU TO KNOW THAT IN OUR HEARTS YOUR NAME WILL ALWAYS REST

SO HAPPY BIRTHDAY REV. AND MAY YOU BE BLESSED WITH MANY MANY MORE
WE WANT YOU TO KNOW BY MEN, WOMEN, AND CHILDREN YOU'LL ALWAYS BE ADORED !!

BY

CAMILLA COLBERT
CHAIRPERSON OF PLAZA EAST
Camilla Colbert

H B
A I
P R
P T
Y H
D
A
Y

Program To Stay Open

A Christmas Miracle For S.F Head Start Children

By Greg Brooks
Metro Correspondent

To the children of the Plaza East Child Care Center, it was just a Christmas party.

To the parents, city officials and community activists, it was a small miracle.

The Head Start program at the Plaza East Child Care Center and eight other child care centers in San Francisco had been threatened with closure because of a $200,000 budget deficit which forced the previous agency, which operated head Start since 1983, to give up its contract in November.

California Human Resources Inc., a private, non-profit organization, released a statement saying that there were "no missing funds, or criminal activity involved, just bad budgeting," but, nevertheless, an investigation is currently underway.

But to the parents, children, and of course, Santa Claus, it was a joyous occasion, complete with Christmas carols, turkey, dressing and laughter.

Mayor Agnos was treated to a Christmas lunch by the parents of the children and he congratulated them on their involvement and commitment.

"The involvement of parents and neighbors is critical to the success of projects such as this," Agnos said. "I am inspired by the commitment and dedication to changing a difficult situation.

When the mayor points to "programs like these," he is referring to what he hopes will be a unique approach to the war against drugs in The City.

Eventually, the child care center and Head Start program will expand to the point where multi-service centers, or substance abuse "outposts," will be installed at Plaza East, the Alice Griffith Housing complex and the Oceanview Playground, as recommended by the Drug Symposium Task Force, appointed by Agnos last August.

However, apparently no one anticipated the funding problems that served to place San Francisco's Head Start program and close to 1,000 children "in limbo."

Head Start programs at nine pre-school centers located in Bayview-Hunters Point, the Tenderloin and the Western Addition, have been closed since November, while a few have reportedly opened since Far West Laboratories agreed to serve as the interim grantee until a permanent one is located.

It has been said that many parents reportedly did not know that their pre-school of choice was closed until they arrived at the first day of school.

The Plaza East Child Care Center would have remained closed had it not been for Coleman Advocates for a Children and Youth, a non-profit organization that accidentally found out about the impending closure, according to Stan Weisner, associate director of the agency.

"We just happened to hear about the budget problem of CHRI, and we quickly released the story," Weisner said. "We raised the money to keep Plaza East open, and we did not know that all the child care centers The City were threatened."

"We realized a couple of years ago that this public housing project had no children's services, and that it was true for projects around The City. We believe Plaza East ought to be a flagship for what ought to be done for all kids, particularly for those who have the fewest opportunities."

Supervisor Doris Ward, who called for a hearing shortly after hearing the news, said she was shocked and disturbed by the threatened closures, saying, "Head Start is the basic foundation and lifeblood of many of our children . . . it has been proven that children do better in school after participating in that program."

THIS POEM IS FOR PLAZA EAST ONLY !!!
AT PLAZA EAST YOU'LL NEVER BE LONELY
FOR HERE YOU WILL FIND THAT WE ARE FAMILY AND CARE
CRISIS,PROBLEMS, AND LOVE AT PLAZA EAST IS WHAT WE SHARE
WE BELIEVE IN UNITY, TOGETHERNESS WE HAVE DIFFENTLY GOT
IF YOU TRY TO DEFEAT US YOU WILL FIND YOU CAN NOT
SO UNLESS YOU COME TO BRING GOOD WILL OR GOOD DEED
PEOPLE LIKE YOU WE HAVE NO NEED
WE REPRESENT OUR NAME HEADSTART
NOONE CAN PULL US APART
OUR CHILDREN ARE OUR FUTURE, OUR FUTURE IS US
SO WE WILL FIGHT FOR OUR FUTURE TILL WE BUST
I END THIS POEM BY SAYING POWER TO HEADSTART
CHILDREN ARE THE FUTURE, CHILDREN ARE OUR HEART !!!

BY

CAMILLA COLBERT

MANY OF YOU HAVE READ POEMS ABOUT "THE" CRUEL SUBSTANCE CALLED "COCAIN
YOU'VE LEARNED THRU READING OR EXPERIENCE HOW IT CAN BRING THE
PROUDEST TO SHAKE

BUT NOW SHE "COCAINE" HAS CHANGED HER CHARACTER TO CRACK
"MISS CRACK" IS SO COLD SHE MAKES A PUNK OUT OF SMACK

I ONCE KNEW A LADY WITH PLENTY MONEY, CLASS AND FINESSE
NOW THE S.F. PSYCHIATRIC WARD IS WHERE SHE DOES REST

THEN THERE'S JEFF WHO GOT HIS B.A. IN LAW DEGREE
WOULD YOU BELIEVE CYPRESS CEMETARY IS NOW WHERE HE BE

WE MUST NOT LEAVE OUT 3 YEAR OLD SHAWN WITH HER BEAUTIFUL JET BLACK HA
WHOSE MOMA SOLD HER FOR A FIVE SHOT AND GAVE HER A SODA TO SHOW HOW
SHE CARED

NOW YOU MAY FIND THESE FACTS CRUEL OR VERY HARD TO EXCEPT
BUT IF WE DONT MAKE A MOVE BABY YOU AIN'T SEEN NOTHING YET !!!

SO ALL I'VE GOT TO SAY PEOPLE LET'S GET TOGETHER OUR ACT
AND GET DOWN WITH THE GET DOWN OF FACTS ABOUT CRACK !!!

BY
CAMILLA COLBERT

THERE IS A MAN I WISH TO SEE
WOULD SOMEONE PLEASE BRING HIM TO ME

I CAN'T REMEMBER HIS NAME BUT HE'S ALWAYS THERE WHEN WE'RE IN NEED
SO IF YOU WERE TO FIND HIM FOR ME I'D CONSIDERED IT A GOOD DEED !!

HE SEEMS TO ALWAYS BE THERE FOR ALL OUR NEEDS AND DESIRES
IF YOU EVER NEED A GOOD MAN I SUGESS HIM YOU DO HIRE !!!

HE NEVER GETS THE CREDIT HE DESERVES, I HOPE HE DOSEN'T LET IT GET HIM DOW
BECAUSE I DON'T KNOW WHAT WE WOULD DO IF HE WASN'T AROUND

YOU CAN'T SEEM TO FIND HIM, I GUESS I'LL WAIT A LITTLE WHILE
OH, I REMEMBER NOW HIS NAME IS GREG POWELL !!!

BUT I MUST GO NOW, BUT TELL HIM NOT TO GO NO WHERE !!!
BECAUSE I DON'T KNOW WHAT I'D DO IF HE WASN'T THERE !!!

GREG WE ALL LOVE YOU !!! (SMILE)

BY

CAMILLA COLBERT

CHAIR PERSON

"RIGHTS GIVE US A CHOICE"

RIGHTS GIVE US A CHOICE I"M TOLD
IS IT A RIGHT TO DIE OR IS IT BECAUSE WE ARE OLD ?
DO WE HAVE A RIGHT TO LIVE, DID WE ASK TO COME ?
DID YOU CHOOSE YOUR DESTINY OR DID ANYONE ?
NOW LET ME ASK YOU DO YOU KNOW THE MEANING OF "RIGHTS" ?
DO YOU HAVE THE DIFFERENCE OF RIGHTS AND MUST IN SIGHT ?
WELL LET ME BREAK DOWN TO YOU WHAT THE DIFFERENCE IS TO ME !
LET ME TELL YOU OF RIGHTS AND WHAT DEMANDS MUST REALLY BE!

YOU HAVE A RIGHT TO REMAIN SILENT OR TALK YOUR BUTT AWAY !!!
YET YOU MAY WAKE UP IN A CELL THE VERY NEXT DAY !!!!

YOU MUST GET PROPER SLEEP AND EATING IS A MUST!
OTHERWISE YOU MAY FIND YOU HAVE TURNED TO DUST !

YOU HAVE A RIGHT TO VOTE AND ELECT WHOM EVER YOU CHOOSE
BUT BE CAREFULL WHO YOU NAME FOR YOUR COUNTRY YOU MAY LOOSE !

YOU MUST EARN A LIVING IN ORDER TO SURVIVE
FOR WITH OUT MONEY YOU CANT STAY ALIVE

YOU HAVE A RIGHT TO CHOOSE YOUR CLOTHING AND HOW YOU WISH TO TALK
NO BODY CAN OBJECT TO THIS OR EVEN HOW YOU WALK !

"YOU MUST LEARN THE FACTS ON CRACK " IF YOU WANT THE RIGHT TO CHOOSE !
FOR IF YOU GET ON THAT MESS "RIGHTS AND DEMANDS " YOU LOOSE !

PEOPLE I SAID ALL THAT TO SAY THIS LISTEN REALLY WELL !!!
GET FACTS ON CRACK ! OR YOU CAN END UP IN HELL !!!

BY
CAMILLA COLBERT

TELL ME PLEASE HOW TO SAY NO !!!
I AM LOST PLEASE TELL ME WHERE TO GO ???

THESE ROCKS IN MY HAND JUST WON'T GO AWAY !!!
I TRY TO THROW THEM DOWN YET THEY STAY !!!

WITHIN THIS TURMOIL I SEARCH FOR PEACE
THIS DAMN HABIT I'VE GOT TOO RELEASE !!!

NOW TELL ME SIR JUST WHO ARE YOU ???
WHAT GIVES YOU AUTHORITY TO TELL WHAT TO DO ???

WHAT DO YOU MEAN FOR YOU I DID REQUEST ???
PLEASE SIR I DON'T NEED ANYMORE MESS !!!

COME TO THINK OF IT FAMILIAR YOU DO LOOK !!!
MAYBE I'VE SEEN YOUR PICTURE SOMEWHERE IN A BOOK

NOT TO BE RUDE I REALLY DONT HAVE THE TIME !!!
TOO MANY PEOPLE COME TO ME WITH THE SAME OLD LINE !!!

YOU SAY YOU OFFER ME LOVE, CARE AND TO JUMP ABOARD!!!
OH!!! NOW I RECOGNISE YOU FORGIVE ME"LORD"!!!
. . . . . SEE YOU

DRUGS HAVE BLIND ME TO WHERE I DID'NT SEE YOU WHEN YOU CAME !!!
THE HUNGER & NEED SEEMED TO HAVE DID THE SAME !!!

NOW MY EYES ARE OPEN AND I THANK YOU FOR YOUR SUPPORT
WITH YOUR GUIDIANCE & STRENGHT THESE DRUGS I CAN ABORT !!!

SO PRAISE BE TO YOU AND MAY YOU ALWAYS BE BY MY SIDE !!!
NOW IT'S ALL ABOUT YOU, MY FAMILY, HEADSTART, AND GLIDE !!!

BY

CAMILLA COLBERT

Recovering Addicts Find Refuge From Crack In Unique S.F. Project

By Greg Brooks
Metro Editor

There are times when the smell of crack cocaine gets so intense that Cassandra Ester's stomach screams for a hit.

She resides at the Plaza East Projects in the Western Addition, where some of the heaviest drug trafficking in The City takes place, particularly on the first and 15th of every month, when the welfare checks come out.

The same — or worse — can be said for the Sunnydale housing projects and many other projects throughout The City.

Conditions are so bad, in fact, that Reverend Cecil Williams of Glide Memorial Church and the Housing Authority have teamed up to implement a one-of-a-kind program called, "SafeFloors," which will attempt to give Ester and other recovering crack mothers a safe haven in which to rehabilitate within the projects.

The year-long program also gives parents an opportunity to retain custody of their children, in that they will have the "clean home environment" that is required by the Department of Social Services.

"We are getting ready to go into a number of housing projects with this program," said Williams, who heads the Forts on Crack program that is currently based in several housing projects in The City. "I know that if we can get the women in recovery, we can win this battle."

In the SafeFloors program at Plaza East, the two top floors, containing eight units each, will be isolated. Only residents with keys to the apartments on those floors will have access, and male security guards (also recovering addicts) will be stationed at each entrance.

SafeFloors residents must comply with the "buddy system." That is, they must be accompanied by a fellow recovering addict whenever they leave their apartment. In addition, all time must be accounted for ("I'll be at my mother's house," or "I'm taking the kids to the zoo and a movie . . . ") and there is a 10:00 PM curfew that is strictly enforced.

There are regular Narcotics Anonymous meetings that must be attended, either at Glide or some other bona-fide institution, and failure to attend such meetings is grounds for eviction from the program.

Ironically, the most crucial meetings are not meetings at all, but "fun days," which are held on the first and 15th of every month at Glide Church.

Popcorn, hot dogs, movies and family get-togethers are used as incentives on these days, to literally hold the participants there so they will not be exposed to extreme drug traffic.

Diana Rosa, site manager of the Plaza East Projects (L), says she's proud of Cassandra Ester, who is recovering from an addiction to crack cocaine. Esters will be one of the first participants in the SafeFloors program.

In order to join this program, one must be "clean and sober" for 90 to 180 days prior to applying, and applicants must sign a confidential release-of-information form which allows for disclosure of urinalysis test results with officials from Glide and the Housing Authority. One "dirty" test means automatic eviction from the program.

Ester, a 27-year-old recovering addict and mother of three who graduated from the Forts on Crack program on Christmas Day, will be one of the first residents of the SafeFloors at Plaza East.

"I am still in recovery, and I guess I will be all my life," Ester explained in an interview. "I smell that stuff and my stomach just wants a hit. It's just like a disease. I used to really get the cravings on the first and 15th because that was my day. Now I use my tools. I get out of here at about nine or ten o'clock in the morning, catch the bus and go to Glide."

Ester pointed out that many of her old friends believe she is just "fronting," and that she is still smoking the pipe, so oftentimes they knock on her door to offer a hit of the "rock."

The elevator, which is usually broken, is used as a private "smoking office," she says, and those who smoke crack on the stairs will tell you to step over their pipes without a second thought.

Intermingled with the strong odor of urine, garbage and filth, is the distinct smell of crack cocaine that stands in the way of recovery for Ester and so many others like her at Plaza East. It is that distinct aroma that triggers a craving that, to date, has no equal.

"I can't even open my doors and windows to air out my apartment because the smell of that stuff is everywhere," said Ester, who started smoking crack about five years ago.

She admitted to taking her last hit about three weeks ago. The Bayview-Hunters Point native has since left her old boyfriend, who was a drug dealer, and acquired a new one who is "clean and supportive."

Diana Rosa, site manager for Plaza East, who requested that the Forts on Crack program be established at the complex, said Ester was "the last to come in and the first to graduate from the program. We are very proud of her."

The SafeFloors program was partially initiated by Dorothy Burns, a recovering crack addict who went from a $40,000-a-year salary to welfare because of her addiction. While staying in the "Hoobag" hotels, after hitting rock bottom, Burns realized that the environment made it impossible for recovery.

"It was hard to stop because the smell prompted my body to go through changes," Burns explained. "And one day, while attending a meeting at Plaza East, I suggested that we isolate certain floors, from the smell and everything."

SafeFloors, parenting classes and drug rehabilitation programs are several requirements offered by the Department of Social Services to parents who want to retain custody of their children.

Although negotiations are still in the infant stage, parents who successfully complete the SafeFloors program will possibly be moved to "drug free" hotels, owned by Catholic Charities, according to Rosa.

Chairman HAWKINS. Ms. Colbert, would you care to say anything?

Ms. COLBERT. First, we would like to show you what our children at Plaza East—this is from the children at Plaza East. This is what the children made.

Ms. ROAN. Plaza East Head Start. I have a dream of a child care center at Plaza East Head Start. This is for San Francisco Head Start.

Ms. COLBERT. I am Camilla Colbert. I am a parent and a recovering drug addict. I would like to say what I think we need the most for Head Start—I am kind of biased for Plaza East, because that is where I am from. What we need is more hours. I am on AFDC. I can't do anything in four hours. I want to get off of it. If I had eight hours for my child in school, I could do something with myself and become someone.

Also, as Diana was saying, they have other services at Plaza East, such as Facts on Crack, which myself and many other parents, especially in my neighborhood need. We really need it, not just the children. We need it as the parents, too.

I have a poem I would just like to share with you if you will bear with me. I wrote this about five minutes before I came here.

Do we need Plaza East Head Start? You might as well ask if we need a heart.

For if not for Plaza East, where would the little ones go? All around them is violence and that monster known as blow.

At Plaza East they learn ABCs and how to get along with others.

On the streets they can watch drug deals and brothers fighting brothers.

Don't get me wrong. There is much more Plaza East has to offer in many forms and fashions.

They offer services for many. You only need to do the asking.

Let me mention just a few to show you what Plaza East is really all about. Let's start with educations. Facts on Crack, special needs and there is many more we could not do without.

So come on people, let's make Plaza East stay in the run. Or the next child you see may become your next bum.

Diana wants me to read this one I wrote a while back. It is called Free At Last, Free At Last.

Free at last, free at last
I don't need that almighty blast.
Free at last, free at last
All grief and sorrow are left in my past
I was once in a prison of prison of alcohol and dope
The future for me held no promise or hope
Then there came the day when I knew a choice I had to make
No more of this mental and/or drug abuse could I take
I fell down on my knees and with tears in my eyes, I told the Lord
Now it you and me it is now or never
I have made up my mind and cleaned out my heart,
I know what I want and what is best
I am through with drugs forever
It is now all about me and my child whom I live with all my heart

I will no longer allow drugs to try and bring us apart
Free at last, free at last
I don't need that almighty blast.

Chairman HAWKINS. Cassandra, would you care to say anything?

Ms. ESTER. I didn't come prepared to say anything.

The program has helped me. If it wasn't for Plaza East child care, I probably wouldn't have gotten myself together, you know, because they had the meetings down there and now today I am being a mother to my child, to all three of my kids.

I feel we do need more child care because even though I graduated from Facts of Crack, if I had more hours, I could have taken a computer class where I could have gotten me a job rather than waiting on the 15th. When you recover, you need to stay busy, rather than sitting around.

I live in Plaza East, too. Like Camilla says, there is nothing but drugs. If you stay in the drug environment, it makes you weak. You will have no will to do nothing but drugs. That is all that is going on. You open up your door and you smell it. People on the stairs are smoking it.

So I really feel we do have a need for the child care plus for the kids so they won't just grow up doing what they see.

That is all I have to say. Thank you.

Chairman HAWKINS. You said it and you said it very well.

Ms. Roan, you obviously brought to us the importance of child care not only to children, but to parents as well, and the solution of other problems in our community. I think you are to be commended for this and those that you have brought with you obviously are to be commended also. It isn't often we get these frank statements made. There has been no coaching of anyone, so far as I know, certainly not from this committee. I think these expressions that are coming so directly from personal experience certainly are very helpful to us.

One of the alternative programs—not a substitute for child care per se—is Head Start and some of the other programs. Head Start obviously is expanded under the proposal before us. However, it is a limited number of hours during the day. Are you suggesting that we need an all day program, every day of the year, and that that program should definitely include parents, parenting, and other educational aspects rather than something which is strictly warehousing or custodial?

Ms. ROAN. That is exactly right.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. I don't have any questions. I just want to give my word of commendation to these young women who have their eyes on the prize. Lord knows, I just wish some people in my district—I represent a district that probably has more public housing in it than any other district in the United States. One hundred forty thousand people live in public housing in my district.

My first apartment, decent apartment, I had when I arrived in Chicago during the war was in public housing. What a change from what it used to be and what it is now.

You are doing a great job. Maybe, Ms. Roan, sometime you can come to Chicago.

Thank you very much.

Ms. ROAN. Thank you.

Chairman HAWKINS. The next witness, Ms. Charlene Shores, is the Treasurer, Council District 57 and President of Local 829 of the American Federation of State, County and Municipal Employees, sometimes known as AFSCME.

Ms. Shores, would you please be seated and identify the other witness with you.

STATEMENT OF CHARLENE SHORES, TREASURER, COUNCIL DISTRICT 57 AND PRESIDENT, LOCAL 829, AMERICAN FEDERATION OF STATE, COUNTY AND MUNICIPAL EMPLOYEES, AND GEORGE POPYACK, DIRECTOR, AFSCME DISTRICT COUNCIL 57 AND INTERNATIONAL VICE PRESIDENT OF AFSCME

Ms. SHORES. This is George Popyack, International Vice President of AFSCME. He would like to give you AFSCME's position on child care.

Mr. POPYACK. I am George Popyack, International Vice President of the American Federation of State, County and Municipal Employees, AFSCME. I am accompanied by Ms. Shores, President of ASFSCME Local 829, as well as an officer of our statewide organization.

Let me begin by thanking you for your outstanding leadership and hard work on the issue of child care. Your efforts on behalf of working families is a primary reason that child care is a legislative priority for the 101st Congress.

Over the past several decades we have witnessed a dramatic rise in the demand for high quality, affordable child care. You have heard the statistics before. Since the mid-1960s, the number of women working has more than doubled. More than half of all married mothers with infants under the age of one are now in the work force. Two out of three working women are either the sole support for their families or have husbands whose annual salary is less than $15,000. And by the mid-1990s, two-thirds of women with preschool children and three-quarters with school age children will be employed.

AFSCME's membership reflects these profound changes in the American work force. Nationwide, half of our 1.2 million members are women. About 40 percent of our women members have children under 18 and over one quarter have children under 12.

As an original member of the Alliance for Better Child Care, AFSCME has been working for a comprehensive Federal child care policy. We would like to take this opportunity to voice our strong support for your bill, H.R. 3, the Early Childhood Education and Development Act. The bill expands Head Start, provides funds for before and after school care, and creates a much needed infant and toddler program.

It encourages state flexibility, while providing parents with a choice for care of their children and assurances of a safe and healthy environment. We believe that H.R. 3, coupled with an expansion of the Earned Income Tax Credit, will begin to address the child care concerns of America's working families.

AFSCME supports H.R. 3 because it contains the components necessary for a viable and effective Federal policy on child care

availability, affordability, and quality. Together with an increase in the earned income tax credit, H.R. 3 establishes a comprehensive approach to dealing with child care crisis.

Tax credits alone cannot assure safe and affordable child care for working families. Tax credits do not increase the supply of child care and they do not set standards needed to ensure that quality care is provided. Given the high cost of infant care, many low income families need direct assistance in order to afford such care. Simply expanding the earned income tax credit would not address this problem.

While AFSCME supports an increase in funding for the Title XX social services block grant, we do not believe it is an adequate substitute for a comprehensive child care policy like H.R. 3. It would not provide a basic structure upon which state and local child care programs could be built. It would only serve those families eligible for Title XX without creating an infrastructure which all working families could benefit from. Furthermore, an increase in Title XX alone would not assure families of quality child care through the development of good standards of care.

There are several other reasons increasing Title XX alone will not address the child care crisis:

First, it is important to remember that Title XX is a general social services block grant which historically has had few earmarked funds. In those isolated instances where Title XX funds have been set aside for specific programs the earmarks have subsequently been repealed.

For example, in 1976, Congress added $200 million earmarked for child care under Title XX. This earmark was eliminated in 1981. Opposition from the National Governors Association played a role in the repeal of this earmark and the National Governors Association continues to oppose earmarking Title XX funds.

Second, the funding for Title XX has not kept up with inflation. In 1986, it was cut by $116 million as a result of sequestration triggered by Gramm-Rudman-Hollings. As recently as 1989, the funding level for Title XX remained below what it was in 1981. When you consider this history, we cannot accept assurances that Title XX is the best mechanism for the funding of the infant and toddler program.

Furthermore, when you compare Title XX to appropriated programs such as Head Start and Chapter I, you will find that the funding for these programs substantially increased during the 1980s while Title XX remained static or was cut back. Even with a $100 million increase last year, Title XX remains at approximately its 1980 level. There is no reason to believe that this funding history will change in the future.

In addition, we must recognize that quality child care is highly dependent on the quality of the child care worker. According to the Bureau of Labor Statistics, in 1986, the average child care worker earned about 55 percent of what the average U.S. worker earned. Over 40 percent of all full time child care workers earned less than $200 per week or $10,400 per year. Keep in mind that the poverty level in this country was $11,203 in 1986. It is clear that child care workers are earning poverty level wages.

These low wages and lack of benefits have resulted in high turnover rates among child care workers. A stable environment with the same care giver is important to the healthy development of a child. By improving the compensation for child care workers, turnover should be substantially reduced and the quality of care greatly improved.

H.R. 3 recognizes this need by providing requirements for child care employee training and for upgrading salaries. Neither expanding tax credits or increasing Title XX funding alone would address this important piece of the child care puzzle.

We must ensure that all parents, no matter what their income, have access to care that promotes the healthy development and well being of their children and does not place their lives in jeopardy. AFSCME is pleased to support the chairman's bill, H.R. 3, which combined with an expansion of the earned income tax credit, would create a Federal child care policy which would meet the needs of working families.

We would be pleased to respond to any questions which you may have. I want to thank the committee for this opportunity to testify.

Charlene, would you like to make some follow-up comments.

Ms. SHORES. Please indulge my laryngitis. I couldn't pass up the opportunity to speak before this committee on an issue so important to both my members and the community which we serve.

I am a shelter care counselor for San Mateo County. I began my career as a tiny tots instructor for the City of Fremont. It is well known the formative years are the most significant in a child's development. For that reason, I truly believe we would appreciate and value nursery school teachers and we would elevate them to the status of school teachers. Well, that hasn't happened. It still needs to.

When I found myself a single parent, I had to quit that job in order to find a job in which I could support my two children. At that time, I was getting paid $2.25 an hour and I had a college degree. Day care centers, like group homes and residential treatment centers, have difficulty keeping good staff because of the inadequate pay. It is essential we elevate child care workers to provide the best possible care for our children.

My children have always had child care. Sometimes it was okay, sometimes it was bad. My daughter tells me it was never good, and that we need to be sure that we are able to provide good child care to all children.

My children are now grown. Unfortunately, there are many people who cannot provide child care for their children. Thus, we have the latch key children and they are living at risk. I would like to give you one example of one family from the San Mateo Child Protective Services case files:

Last year there was an eight year old boy who was left in charge of his three year old sister while his parents were at work. They were playing a game called bets. The three year old was the dog and he tied the dog to a bicycle. During the course of the game, he pushed the bicycle outside the balcony not realizing the bicycle would fall over the balcony pulling the three year old sister behind it.

Fortunately, the child survived, but you can imagine this child could easily not have survived, and there are many children who do not survive. We need to be aware of that and try to protect as many as we possibly can.

Incidentally, this family would never have been a child protective services case if there had been available, affordable day care. This was not a family that in any other manner neglected their children. They didn't abuse them. They simply could not afford to provide child care.

As a child I had a mother who stayed home and took care of me and my sister every day. But my children were not so fortunate. The reality is that increasingly more and more families are unable to provide their children with a parent to stay home and take care of them. This is our reality.

Society needs to catch up to provide quality affordable day care for everyone. We are a nation who claims to value children. If we really did, we would invest more resources in them, and pay child care workers more than a mere 55 percent of what we pay the average American worker.

I urge you to make a major investment in our children and families by investing in child care and children's services to their fullest extent possible. We need a strong national child care policy that will make quality affordable child care available for everyone. Please support and pass H.R. 3. This bill does what we need better than any other bill. Our children deserve it. Our future requires it.

Chairman HAWKINS. Ms. Shores, it is amazing to me how anyone could possibly believe that a person earning $4 or $5 an our, even $6—which would add up to an annual salary possibly of near the poverty level—how they can possibly rear two children, bring them up, regardless of age, under six or even a little above six.

You have had that experience. How do you possibly do it? Did you work? If so, could you do it on one job?

Ms. SHORES. I raised my children on one job, but it wasn't in day care. Fortunately I got a job which actually is in my field as a shelter care counselor for the County of San Mateo, which was represented by AFSCME. San Mateo County, perhaps more than any other agency, or government, has increasingly come to value children. We pay our workers beginning at $12 an hour now. The early years were very hard. We were poor. They were very hard. We have been able to manage and I have a good job, thanks to the County of San Mateo and AFSCME.

Chairman HAWKINS. That is relatively an unusual situation?

Ms. SHORES. I had six years of college.

Chairman HAWKINS. Let's say a parent makes less than $6 or $8 or even $6 or $8 an hour. What do you do? Do you neglect the health needs? Are you able to shop and have sufficient food on the table? What do you do about housing? Is housing available?

Ms. SHORES. Increasingly housing is difficult for people. You begin to see families that are living together in very crowded situations. You have multiple families in one residence because people don't earn enough.

You touched the other problem that is the greatest problem in the Nation. One problem is child care. The other, which is even more important, is health care. We need to provide all of our work-

ing people with medical insurance. It is unbelievable in this nation, with the resources we have available, that we can have working families who cannot provide to take their children to the doctors. It is an outrage.

Chairman HAWKINS. Well, maybe you would like to supplement that, Mr. Popyack.

Mr. POPYACK. I don't know how much I could add to what Charlene said. You survive with great difficulty when you are making $6 an hour. I guess we all wonder, those of us who are in this work, and I know that the people who are making those wages wonder how they survive themselves. They do have to make some choices and some cuts.

Health care, as Charlene says, unfortunately, is one of the ones to let go. If you are not sick today, you gamble. We have so many of our citizens without health care.

The child care is just another burden that can't be afforded. Charlene gave one example. Of course, there are hundreds of latch key children in the difficulties they encounter, and some of the hazards. It is difficult to guess how many kids are in this situation.

It is not just child care workers who make these kinds of wages. More and more we are seeing the American worker taking wage reductions and becoming a different kind of a society as we lose our industrial base. All of a sudden, we have a large segment of this society making wages in the $5 and $6 area. Child care goes, health care goes. Our union considers these are some of the fundamental parts that our society should be providing.

Chairman HAWKINS. Well, the supporters of Title XX argue that their proposal would provide real money or a guarantee of funds through an entitlement as opposed to H.R. 3. Of course, they are talking about $200 million, which certainly isn't very generous. Under current Title XX, the $200 million would not necessarily be used for child care at all, because it is a block grant.

Mr. POPYACK. That is the problem we see.

Chairman HAWKINS. How would you respond to such an argument?

When you hear the testimony which we have heard throughout the country from individuals who actually experience difficulties obtaining adequate child care, and then you have other individuals who do not recognize the problems that we are facing in this country, you can't understand attempts to destroy the possibility of getting a bill passed. We even offered to combine both approaches in order to get a comprehensive child care bill approved by the U.S. Congress.

Then you go on year after year. This is almost the 20th year we have been discussing child care. We still don't have a national child care policy. We traveled throughout the world and we see other countries moving ahead on child care. Then we come back to our own country. We see us still debating whether or not we should use one approach or the other. We have, in effect, said use both approaches, lets do something in order to get ahead. It just saddens one that we get into this situation.

I just wonder how you would respond to it if you were in my position?

Mr. POPYACK. Well, the conflict is a real mystery. Why, given the seriousness of the issue, we find ourselves in such conflict as to where the money and where the commitment should be. We think H.R. 3 represents a true commitment to child care. We have to live with our experience and base our judgment on that experience. Our experience with Title XX is that it is a block grant, even if $200 million is put into Title XX.

What this means is it goes back through the state and county governments for a lot of fighting over who is going to get that money. Perhaps child care will get that money, perhaps not. There is no guarantee, in my mind, that that money that gets put into the bill does, in fact, go to child care, number one.

Second, the money is much less than under H.R. 3. Our understanding is that it would approximately half the actual child care that H.R. 3 would provide. So it is not only less money, in our analysis, than what H.R. 3 would provide for actual child care. However, it could be much less than that after it gets through the Title XX block grant process and gets fought over by every county.

We represent social service workers and the state government in various counties and of course Charlene is out of a social service environment in San Mateo. We have a lot of experience fighting for Title XX monies, and finding ourselves struggling to pit child care versus health care, versus homeless care, and making all those kinds of choices at the local level. It becomes a real brutal fight.

My fear is that child care gets lost in that fight. It is not a true commitment to child care.

Ms. SHORES. Precisely. Title XX has to offer a lot of services. It doesn't do any good just to keep putting more services in there and letting them fight for the same money. We need more money.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. Thank you again, Mr. Chairman. But I don't have any questions to ask AFSCME. I have a suggestion.

Mr. POPYACK. Go ahead, make it.

Mr. HAYES. I want to commend you first for your position within the trade union field in supporting this kind of program.

Let me suggest a little more aggressiveness might help.

Mr. POPYACK. Good. Presumably not at this hearing with you, though.

Mr. HAYES. No. And greater publicity of your own position within the trade union movement would be helpful. What we are talking about now is our young kids and the preservation of this society of ours, within which we live, of which you are an integral part.

Mr. POPYACK. They are our future members.

Mr. HAYES. We have to, it seems to me. We are fighting an uphill battle, it appears to me. I don't know if the chairman agrees. A lot of people we deal with in Congress are certainly not concerned about the economically disadvantaged getting an education. They are concerned about how they can make more money. They have representations who they lobby very effectively.

We have to, I think, assert ourselves.

One of the things I heard, for example, in California—I know I am going to hear it again—this morning, all over the country, they

have been talking about this child you had on the abuses in this child care center. Some people are going to use this as a basis—say look, we wanted money, we can't do this. It is the kind of thing we are faced with.

So I just want to say keep doing what you are doing, only do more of it. Talk about it more so other people can understand and see what you are doing.

In California—I must admit there is some bias. We have four states in this United States among the 50 that it seems to be easy to get Federal bucks. You have California. In Illinois, as a result of the Census, we are going to lose two. Florida is another growing state. They get bucks. Texas, oh my goodness, money goes down there from the Federal Government like mad. And Massachusetts, the high tech end of it—the future of our world.

If you could just let it be known that these Federal dollars need—we need to prioritize how we spend our tax money and do it more for these kinds of programs which help our kids and develop the whole nation. It is trying to preserve this democracy of ours. Democracy has to have a component part and that is education. What are we going to do about it? The right to earn a decent living and live in human decency, which so many people forget.

Chairman HAWKINS. Thank you, Mr. Hayes, for expressing your feelings so eloqently.

Again, I want to thank the witnesses and also congratulate them on the wonderful position they have taken and the support they have given to us over a long period of time. A great pleasure to have you here.

Mr. POPYACK. Thank you.

Ms. SHORES. Thank you.

Chairman HAWKINS. The next witnesses will be called as a panel.

The panel will consist of Ms. Lynne Beeson, Coordinator, San Francisco Mayor's Office of Child Care; Marianne O'Hare, President of California Resource and Referral Network; Ms. Patty Siegel, Coordinator, California Alliance for Better Child Care; and Ms. Marcy Whitebook, Executive Director, Child Care Employee Project, Oakland California

We have in this panel, obviously, some of the most active people in the child care movement in this state. We are delighted to have each and every one of them.

Ms. Beeson?

STATEMENTS OF LYNNE BEESON, COORDINATOR, SAN FRANCISCO MAYOR'S OFFICE OF CHILD CARE; MARIANNE O'HARE, PRESIDENT, CALIFORNIA RESOURCE AND REFERRAL NETWORK; PATTY SIEGEL, COORDINATOR, CALIFORNIA ALLIANCE FOR BETTER CHILD CARE; AND MARCY WHITEBOOK, EXECUTIVE DIRECTOR, CHILD CARE EMPLOYEE PROJECT, OAKLAND, CALIFORNIA

Ms. BEESON. Thank you for this opportunity to address your committee. I think that it is an appropriate committee, Education and Labor, for this testimony.

Would you like me to read my entire testimony?

Chairman HAWKINS. We would prefer the highlights so we have time for questions.

Ms. BEESON. That is fine.

Let me just share then with you some of the highlights. I am the Director of the Mayor's Office of Child Care here in San Francisco. I would like to share with you some of the things that are happening in San Francisco and then make some general comments in support of H.R. 3 and tell you some of the reasons why I think it is important.

San Francisco Mayor, Art Agnos, has a long history, in the state legislature and now as mayor, in support of child care. We have a supportive board of supervisors and a community which always lead the way as we attempt to meet our pressing child care needs.

We are a point of entry for many new immigrant families and children. This past year we received two grants: one from the State Department of Education for Local Strategic Planning grant, which will be completed in April of this year.

We will be submitting to you a copy of that with very detailed statistics on what San Francisco needs. One of the things that we are doing in San Francisco is requiring all office and hotel developments of 50,000 square feet or more to contribute one dollar per square foot into an affordable child care fund.

What has been interesting in meeting with developers in the private sector confirms what Mr. Proett said this morning. There is, in fact, substantial interest in the business community in child care. In a meeting this week with developers, they did indicate that liability was a major concern of theirs and anything that you could do in that regard would be very helpful.

Through the Mayor's office, we have developed a Family Day Care Rehabilitation Program. We literally go in with an architect and a construction specialist and physically renovate family day care homes, increasing their license capacity from six to 12.

The Family Day Care Program is probably the major one in conjunction with the center based provision of care. The providers that participate in this program go through a training program. The model which was developed by Patty here on the panel with me is in the California Resource and Referral with national experience.

The program also teaches these providers how to survive in business. One other innovation we have done in San Francisco is through the Office of Community Development. This past year alone we put over half a million dollars and rehabilitated every eligible non-profit child care center that serves low income children.

The San Francisco Conservation Corps goes in. These are again high risk use basically on a program under the public space program and they go into public housing at Plaza East here—Diana was here this morning—and construct play structure.

You have Conservation Corps kids and going into public housing, low income areas and creating play structures. It is learning experience for them. It is a great partnership with the community. It is another way in which child care can be furthered without direct dollars.

Let me share a few statistics with you. Let me also say as a city, we are implementing a flexible benefit program and working with our unions. Child care is high on the union's agenda, with good

cause. Our nurses work 12-hour shifts. They are coming back to work with infants.

Like every other parent, they are very worried about where they will leave their kids and whether or not it is safe. Last year 7,500 parents contacted our local resource and referral agencies. There were over 50,000 San Francisco children 12 and under, yet we have—12 and under whose parents worked.

Yet child care facilities fit fewer than 17,000 of those children. The numeric gap between needs and services masks the severe shortage. Infant care and after school care is a very high need in San Francisco.

I would also like to touch briefly on the homeless problem. I talked to a homeless shelter here. In one of our two shelters, in 1988, we had 12,257 bed nights. This is a family shelter. Forty-three percent of those are children. In 1989, we had 19,000. The homeless people are appropriately asking for child care. The city doesn't have all the resources. That is why we need H.R. 3 and we need your help.

Teen pregnancy, the TAP Program, was here today. We have 77 young ladies who are not able to attend school because our own child care dollars are maxed out. In preparing my testimony, I was talking with one of the mental health workers in San Francisco. She pointed out something which I think is real important; that is that quality child care can both monitor and protect the child and provide consistency and stability at a critical stage of development where children are learning whether they can trust their environment and other human beings.

Frequently, children can't get this at home. If we can, through child care at the time, as Paul Proett said this morning, children learn by age five. I think we have to be realistic. I think that is all of my formal comments.

I do have a couple of things I would like to share later if I can answer any questions. I would be happy to. One of the things, I understand there is a book which is quite the rage in Japan now which is quite an indictment of American business.

One of the premises in this book is that American business is not willing to invest its capital for long-term gains. I would say that is perfectly appropriate for what we are doing with our children. It is a valid criticism.

I would like to say when people are concerned about creating a new bureaucracy, I didn't hear that when we created a S&L bureaucracy. I also read in the paper the CIA had started a child care center and spent $1.2 million. I say that because I think for me I consider myself sort of on the front lines in the city.

We want to try to help. We are doing a lot. We need H.R. 3. Lastly, I would like to say having come to work in the early seventies, under the Social Security Act, Title IV then was an open-ended appropriation. We were told if you put up 25 percent match, you would get unlimited Federal dollars.

We went to the state very naive in the early model city's days and told them that. They said that is not true. It is closed. We said, no, it is not. We read the regulations 10 times. They said well, it is going to be. It is going to be. In fact, it was.

The Governor at that time was Ronald Reagan. They, in fact, did close Title IV(a). That shut down child care. I agree Title XX is a mechanism that not only doesn't create educational quality framework for child care, but that it pits children against the elderly.

Our children are going to be taking care of us. I think we better invest in them and not compete with them. We should develop a sensible quality program. I also would like to say I raised two children as a single parent, as a teen parent. I think you got it more effectively this morning than I could do. But it is such a problem. It makes such a difference. I also say, and the reason I say I am a parent is because I personally think that poor quality child care or child care without education, without development, without support services can be a very, very oppressive, negative environment for children to be in as long as 10 or 12 hours a day that parents have to work.

So I will stay with you. I commend you for your hard work. I am grateful for you coming to San Francisco.

[The prepared statement of Lynne Beeson follows:]

MAYOR'S OFFICE OF CHILD CARE

ART AGNOS
MAYOR

Larry Del Carlo, Director
Mayor's Office of Community Development

Lynne Beeson
Director

TESTIMONY

PRESENTED BY
LYNNE BEESON, DIRECTOR
MAYOR'S OFFICE OF CHILD CARE
SAN FRANCISCO, CALIFORNIA

JANUARY 19, 1990

BEFORE THE
HOUSE OF REPRESENTATIVES
EDUCATION AND LABOR COMMITTEE
CHAIRED BY

THE HONORABLE AUGUSTUS HAWKINS

10 United Nations Plaza, Suite 480 • San Francisco, California 94102 • (415) 554-8990 • FAX (415) 554-8769

I would like to thank you for the opportunity to provide testimony to this Committee regarding the child care needs in San Francisco. I have been asked to focus on the findings of The San Francisco Strategic Child Care Planning Project which was funded by The State Department of Education. I will provide this Committee with a copy of the final report by April of this year, during the Week of the Young Child.

Before I begin with more detailed statistical information, I would like to make some general comments regarding the childcare activities in San Francisco and the efforts of our local government as we attempt to meet the complex childcare needs of children and families.

San Francisco has made a substantial commitment to childcare and children's services. We have a newly created Office of Children, Youth and their Families as well as The Mayor's Office of Child Care. Our Mayor Art Agnos, has a long history, first in the State Legislature and now as a Mayor, supporting child care and human services.

We also have a supportive Board of Supervisors and a very active child care community generally leading the way as we attempt to meet the City's childcare needs. Demographics point to increasing numbers of women in the San Francisco work force at a rate higher than the national average, and we are also a point of entry for many new immigrant refugee families with small children.

This past year we received two grants, one from the State Department of Education to provide needed information for planning and allocation. The second grant from the San Francisco Foundation will focus on the second phase, which will be geared toward incorporating child care needs into San Francisco's land use master plan. This will provide the necessary foundation upon which an accessible, affordable, quality child care delivery system can be built.

This City is a national leader in requiring all Office and Hotel developments of 50,000 square feet or more to contribute $1.00 per square foot to an affordable child care fund, or provide an on or near site child care center.

The Mayor's Office of Community Development, under the direction of Larry Del Carlo, has developed a model family day care rehabilitation program. We have an architect on staff responsible for the design and construction management of the program. To date we have assisted 22 small family day care providers in renovating their homes to increase the licensed capacity from 6 to 12, children transforming their home into a mini-quality child care program, and allowing them to be economically self-sufficient. Grants average $25,000. Support services include training for the provider in business operations and child development. We have also successfully obtained subsidy funds from the State for low-income children, administered by our local Resource and Referral (R & R) agency the Children's Council. Community Development has also provided physical rehabilitation funds for virtually every eligible non-profit child care center in the City that serves low-income children. In 1989 alone the neighborhood facility rehabilitation program allocated $525,500 for childcare center rehabilitation.

Our school district is a major provider of quality child development services, there are more than 100 non-profit child care centers in the City, 31 private proprietary centers and 300 active family day care providers.

In San Francisco we have two Resource and Referral Agencies, the Children's Council, and Wu Yee which primarily serves the Asian Community. The State Department of Education funds both R & R's as well as funding for direct subsidies for low income children.

The Child Care Law Center is based in San Francisco and is taking the lead with the Mayor's Office and City Planning on the San Francisco Foundation grant for the San Francisco Strategic Child Care Planning Project.

The City is working closely with San Mateo County and plans to open a child care center for employees at the San Francisco International Airport in the near future. We are also implementing a Dependent Care Assistance Program (DCAP) for employees this year and are working with nurses, transit workers and local unions in an effort to help with employee child care needs which were negotiated in union contracts this past year.

While it may sound as though San Francisco is in a good position to meet our child care needs, I can assure you that our unmet needs are pressing and we desperately require the help of the federal government in meeting these complex child care demands.

As is the case throughout the nation, San Francisco's Child Care demand is increasing.

Over 7,500 parents contacted San Francisco's child care resource and referral agencies last year expressing child care needs. There are over 50,000 San Francisco children age twelve and under whose parents work. Yet, child care facilities have fewer than 17,000 available spaces . U.S. Census Bureau data indicate that six working families in ten make child care arrangements outside the home. For San Francisco, this means that existing facilities are meeting only half the need of working parents and that does not include child care needs for protective services, homeless children and foster parents.

This numeric gap between needs and services masks the most severe shortages--for infant care, for school age child care and for realistic subsidies and fees which make child care more affordable. It also masks the growing complexity of child care issues and potential solutions.

According to estimates from the Children's Council of San Francisco, over 40% of the calls from parents seeking child care are seeking infant care services. These are the services most costly to provide and most needed by this vulnerable population. Over half of all mothers return to work before their babies are a year old creating an increased demand for infant care.

The need for school age child care is equally serious. With the highest percentage of single mothers in the Bay Area, most of San Francisco's mothers with school age children must work.

26-622 0 - 90 - 5

While it is estimated that more than 28,000 school age children city wide need some form of child care, it is estimated that only about 12,000 children can be served in licensed and nonlicensed programs in San Francisco every day. Parents cannot feel safe knowing their children are unsupervised after school hours when they are still working. With the presence of drugs and other dangers, there is a growing awareness of the kind of challenges children now face in San Francisco and other urban areas.

Notwithstanding the need for increased services, perhaps our greatest child care challenge in San Francisco today is that of affordability. While the federal welfare reform program now requires reimbursement of child care expenses for AFDC and GAIN participants (the State's welfare reform program) for up to 12 months after they begin working, there are many noneligible families which cannot afford the current market rates for child care in San Francisco. And once even eligible families exhaust their year of subsidy, they will be hard pressed to pay the full cost of child care. The Children's Council 1989 figures on child care costs document that full-time care for preschoolers costs parents between $95.00 and $123.00 per week; full-time care for infants costs parents between $134.00 and $155.00 per week. This is beyond the means of many working families. The convergence of these factors--affordability, age-specific gaps in services as well as geographic inequities--means that child care needs and the potential solutions which respond to these needs have grown increasingly more complex in recent years.

With your help in obtaining increased funding San Francisco can meet those needs in an economical and cost-effective manner.

Beyond the needs of the working poor we also need to provide childcare for homeless children, teen parents, foster parents, and as an essential child abuse prevention service.

Briefly let me share with you some of those specific needs.

Homeless Families - In one of our two family shelters we had 12,257 what we call "bed nights" in 1988 and 19,467 in 1989. 43% of those were for children. This week alone Hamilton Family Shelter has 2 new mothers and their 3 and 5 day old infants. The average age of homeless children nationally is 6 years of age. These children need childcare. Daily attendance in a childcare center can be the most stable and safe environment these children will encounter, providing nutrition, education and supportive health services.

Teen Pregnancy - According to a recent study conducted by Coleman Advocates for Children and Youth 9% of the females in San Francisco will have a baby before the age of 18.

Teen mothers are at high risk of dropping out of school, going on welfare and having babies with health problems. We also know that with child care and a continuing education teen parents tend not to have repeated pregnancies.

There are currently 77 teen mothers previously enrolled in alternative high school programs who are currently home and out of school because of the lack of child care services.

Mental Health - 15% to 19% of the Nations children suffer from emotional or other problems that warrant mental health treatment. Again quality childcare should be a part of that treatment helping the parents to cope and learn how to deal effectively with those special problems.

Foster Care - One of the difficulties the Department of Social Services has is recruiting foster parents, the economic reality is that child care will be needed for these children while the foster parent is at work. The availability of childcare is a major obstacle in recruiting and retaining foster parents.

Child Abuse - Quality childcare is the number one, most effective tool in the prevention of child abuse. 68% of the child abuse petitions filed in San Francisco are due to drug addicted parents. The Plaza East Head Start Center, located in a public housing site, has a practical drug education program and recently graduated their first parents. Childcare can both monitor and protect the child and provide consistency, stability and caring adults at a critical developmental stage where children are learning whether they can trust, their environment and other human beings.

While this cities commitment is clear our financial resources, particularly post-earthquake, cannot possibly keep pace with the growing childcare needs. Estimated earthquake losses amount to $15 million in lost revenue to the City. This City desperately needs the help of the federal government in turning around our increasingly visible problems. In this densly populated city. We face the AIDS epidemic, a crack epidemic and are a mecca for runaway youth across the nation. We are also a place of refuge for people seeking a new life from their war torn countries.

We have an opportunity to change childrens lives by providing support, nurturance, education and yes, even appropriate socialization skills. However, we must take seriously the reality of current conditions and have the wisdom to invest in our future and our children's future.

This requires more than money. It requires a commitment to our young who we will be asking to care for us in our old age. It will require vision and a partnership, maximizing all resources, and a long overdue infra-structure or frame work upon which to build a child care system..

Some of us have been waiting since 1971, for a national child care policy and have not forgotten the Presidential Veto of the Comprehensive Development Bill by then President Nixon.

I commend you for your leadership and perseverance and look forward to a new decade of hope for the American family.

Chairman HAWKINS. Ms. O'Hare?

Ms. O'HARE. I appreciate the opportunity to address you. I have the pleasure to talk about a specific program type that has been in operation in California for a good many years. In fact, it goes back nearly 20 years. It is called Resource and Referral. Like a lot of great things, it has humble beginnings and began with people who sensed a need and sensed a need in others.

It began at kitchen tables across California serendipitously. It started in Southern California and Northern California by parents who needed child care services for themselves and knew if they were having trouble finding them, certainly other parents were having trouble finding them.

We were fortunate that we had also responsive legislation shortly thereafter in 1976 that created alternative child care programs in this state, one of which was Resource and Referral.

That legislation made Resource and Referral a reality in 14 California communities. It was part of the new way, a creative way of addressing child care needs and has proven to be a model in the country. It has grown now to almost 60 programs statewide. While the services provided by Resource and Referral Programs are as diverse as the communities they serve, they operate from a simple and straightforward perspective. That is, informed parents who have real choices, availability and quality, and the means with which to make those choices, meaning money, they are in the best position to determine and meet their family's needs and from this perspective on things springs the real work of Resource and Referral.

One of our original mandates required us to collect and maintain information on available services and gaps in services. Very early on we realized in most cases families have no real choice. We recognize that among other things the gaps in services on the one hand and parents' inability to pay for services on the other prevented many families from moving forward and increased the burden on the State of California.

We discovered there were not enough services to go around and we began to learn what this really means to the health and well-being of families and their children. We saw community-by-community the disabling effects of poor quality and services and what we pay as citizens for that lack of attention and lack of funds.

R&R is a program type that gives and can give the most objective view of individuals, communities, and child care constellations and to bring that information together to give an accurate profile statewide and nationwide of child care development services trends and gaps.

As individual programs across the state in those early days, we recognized the need to share impressions and facts. We are fortunate at this late stage of the game in this state to have an incorporated Resource and Referral structure embodied in the network housed in San Francisco.

With our structure, we have really been able to move into a new orbit. We have the capacity to collect and share information on a statewide basis and provide input to our funder, the State of California, in a comprehensive and collective manner.

I believe this facilitated the development and adoption of program guidelines and direction which have been by and large program driven and consequently more responsive to community needs. California has the largest and most successful Resource and Referral network in the country. As you can see, it has been many years in the making.

We have worked out a lot of the bugs. With our network in place, we have been able to respond to needs and accomplish things in this state that otherwise would not have been accomplished. It has been our statewide perspective and collective effort that has moved us forward, always keeping in mind that we are here for parents, that we believe strongly in parental choice and diversity in programs to meet the diverse needs of populations we serve.

I want to tell you with several specific areas in which the R&R network has been indispensable in California they are not necessarily in order of importance or, for that matter, time sequence. I think they demonstrate the range of things Resource and Referral can accomplish.

When we were a brand new concept in our state, not to mention brand new to the state apparatus that houses us or supports us, we had our first attempt at standardizing data collection. From the communities across the state, we pooled our information, we pooled our ideas about what was important to collect and we presented that data to the state, and out of that came the state report called the 25004 which is our regular reporting tool now which allows us to collect information statewide on the services requested of our agencies and programs and the kinds of services that are delivered.

That instrument was the beginning of what I think is possible and necessary to fully understand and document the complex arena of child care. We recognize we are a small part of the overall child care picture and we understand our own State Department of Education has many other considerations within child care.

We are, however, the most knowledgeable about and experienced with the limitations, the strengths and the potential of resources and referral and we are able to and compelled to give it our full attention. Because trend watching is an integral part of R&R, we have been and remain on the cutting edge of developments that affect families both in California and across the country, particularly where child development is concerned.

Because of our unique position, we are able to assist the state in making cost-effective decisions which contribute to a stronger, more effective statewide delivery systems. A stunning example of the network's indispensible work is the part we played in the child care component of the California welfare jobs program known as GAIN.

The network, with the cooperation and commitment of its member programs, organized and coordinated an exhaustive survey of cost and supply in California. It was the first of its kind and required contacting every licensed child care provider in the state (numbering at that time about 43,000).

What resulted was the first accurate profile of statewide child care. The benefits were many and continue to be felt. Local R&R's now knew for certain who was out there providing care. Parents in

all communities had access to more accurate data. We had, for the first time, base-line data on which new data could be built.

GAIN had a tool, which has since become the field standard, on which to base payment to providers caring for children of GAIN participants. This survey established GAIN market rate. This product again dramatically demonstrates the need for and value of sensitivity to diverse local communities while assuring an accurate, comprehensive, statewide profile of child care. Of course what it also underscores is the need for on-going and timely data collection, processing and reporting.

An extremely important part of R&R work focuses on child care providers. We have provided support to those providers. One of the pieces of support came in the form of this document which is a piece of a larger picture called Partners in Prevention, a program designed and implemented by the Child Care Resource and Referral network to give providers and parents alike a hand in understanding and dealing with the complex issue of child abuse within child care settings at a time when we are now, with the verdict in McMartin, the scare and fright that it created in parents across the country and state, the Resource and Referral Service responded with a way to help people deal with that fear.

There are copies for each of you of the documents that I am going to present this morning. There were several important aspects to that program in California. One had to do again with its statewide nature. It allowed for consistency in what was delivered to the field, coverage in every county, feedback from all over the state resulting in effective troubleshooting and problem-solving, and follow-up to assure that providers received training.

Local delivery and involvement allowed for personal contact from staff with whom providers were already acquainted, a high rate of participation due to those already existing relationships and cost-effectiveness in that providers could attend training and receive assistance locally.

Another benefit, of course, was the networking that took place among the providers in those local communities that strengthened the overall child care field. We moved through many phases in R&R.

One thing has remained absolutely clear. The unique nature of R&R enables it to respond to local and statewide needs quickly and to create solutions that work. Public-private partnerships is a term we have all come to know and appreciate over the last few years.

We recognize that government cannot and should not support these kinds of services alone. Again, resource and referral rose to the challenge and again in a first of its kind effort, the network with the Bank America Foundation launched a program to respond to needs.

The California Child Care Initiative Project, CCCIP, was designed to bring public and private resources to bear on building child care supply and insuring quality and retention of those services through training and follow-up.

Ultimately, the California Legislature allocated matching funds, additional private interests contributed dollars, and the Network orchestrated an effort that resulted in the licensure of thousands of new child care spaces across the state.

As in all its efforts, the Network's eye was to possible future benefit as well as to that of meeting pressing current needs. In that regard, CCCIP, like our other programs, is replicable and is adaptable in urban and rural settings.

I have tried to give you an overview of both the kinds of work we do and an idea of how much sense this approach makes. I can tell you that R&R knows child care need and supply as it has never been known, yet we also know how far we have still to go.

We know through discussions with colleagues around the country how badly they need what R&R has to offer. We know that we can be a powerful asset to and ally with our government funder to unlock answers to the child care question and that working together, public and private, is the only real road to success.

We know, without a doubt, that a comprehensive approach to national child care that addresses quality, affordability and adequate supply, and that allows for local flexibility and diversity is truly the only approach that will really work.

We have a child care history here in California that is rich. We've had the good fortune to test many ideas and the time to see the results of those tests. We sincerely hope that, in your wisdom, you will use our experience and our knowledge, that you will learn from our mistakes and successes. We implore you to build on what we've got in California, and now elsewhere in the country; that you will build on a model that works.

We are proud and pleased Resource and Referral plays a part in the H.R. 3 plan. We know it is only one part; a necessary part, but only one part. We believe it embodies a version that have come so clear to all the tests in California.

We believe it is the right thing to do and this is the right time to do it. I think one of the things we have not come to terms with in this country is our ambivalence about children and our ambivalence about social services that effect them.

I think we face a fear that somehow we will be less American if we choose child care as an option for many, many children who need it. It is a fear that is not grounded in reality. In fact, there are millions of children in California and in the country who are in child care.

That has not made them or us any less American. Our ambivalence is shown very clearly in the State of California in that as we were sitting in this room talking about comprehensive national policy for child care. There are discussions going along right now about deregulated family day care in this state, eliminating basic protections for young children as we talk about quality child care.

We have not dealt with our ambivalence. We can't have quality if we don't have basic protections. We can't have basic protections unless we have money. Thank you for your diligence and your hard work. We support you wholeheartedly. We will continue to support you until this bill is passed.

[The prepared statement of Marianne O'Hare follows:]

TESTIMONY

FOR

U.S. HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION AND LABOR

CHILD CARE FIELD HEARING

SAN FRANCISCO, CALIFORNIA
JANUARY 19, 1990

BY MARIANNE O'HARE
PRESIDENT, CALIFORNIA CHILD CARE
RESOURCE AND REFERRAL NETWORK

California Child Care Resource and Referral Network 809 Lincoln Way San Francisco, CA 94122 (415) 661-1714

January 19, 1990

Good Morning, Congressman Hawkins and Honorable Members of the Education and Labor Committee

My name is Marianne O'Hare. I am the President of the California Child Care Resource and Referral Network and the Executive Director of Children's Services Network, an agency in Central California which operates a state-funded resource and referral program. I have been a part of California R&R for 14 years.

I have been asked to address you regarding the California version of R&R. I'll focus on its beginnings and history, its role and services, the demand for child care is this state and the benefit of R&R to both urban and rural communities.

Change often springs from humble, yet empowered, beginnings. Resource and referral had such a beginning here. Those who had a need and sensed the same need in others rose to the task of meeting that need.

In the very early seventies, parents of small children, some in northern California and some in southern California, needed child care services. They discovered that there was no adequate way to find them - no way to determine if programs could meet their needs, no way to know what to look for or how to choose. Parents were very much on their own. This was a time in our history when mothers were entering or re-entering the work force in large numbers. The US Department of Labor, in the 1973 publication,

California Child Care Resource and Referral Network 809 Lincoln Way San Francisco, CA 94122 (415) 661-1714

"Day Care Facts", stated, "In March 1972, 4.4 million mothers who were working or seeking work had children under 6... Projections for 1985 indicate that 6.6 million mothers with children under age 5 will be in the labor force. This will represent a 32% increase between 1975 and 1985." In reality, we've realized and exceeded that prediction. With or without the statistics, those early pioneers knew that other parents, like themselves weren't finding child care. In a fit of spontaneous combustion, an answer to parents' needs called R&R was born. From kitchen tables around the state, parents began making lists of programs and linking other parents to services based on the parents' stated needs. From a uniquely "parent" perspective, California Resource and Referral began to take shape.

In 1976 responsive legislation was enacted which made resource and referral a reality in 14 California communities. It was part of a child care package to create new ways of addressing child care needs. It was an experiment - a bold move. It proved to be the right move. Resource and Referral now covers every county in the state with approximately 60 programs.

While the services are as diverse as the communities they serve, R&R operates from a simple and straight-forward perspective. That is, informed parents who have real choices (read "availability and quality") and the means with which to make them (read "enough money"), are in the best position to determine and meet their families' needs. From this perspective springs the real work of R&R.

One of our original mandates required us to collect and maintain information on available services and gaps in services. Very early on, we recognized that, in many cases, families have no real choice. We recognized that, among other things, the gaps in services, on one hand, and parents' inability to pay, on another, prevented many families from moving forward and increased the

burden on the state. We discovered that there weren't enough services to go around and we began to learn what this really means for the health and well-being of children and their parents. We began to see, community by community, the disabling affects of insufficient and poor quality services and the price we pay as citizens for our lack of awareness and attention. Resource and Referral is the program type that can give the best, most objective view of individual communities' child care constellations. It has the potential to bring that information together to give an accurate profile, state-wide and nation-wide, of child care needs and services, trends and gaps.

As separate programs, we also recognized the need to share our impressions and our facts. We moved from a random collection of funded programs to an informal association in the late seventies to a structured, incorporated network in 1980.

With this structure, we literally moved into a new orbit. We now had the capacity to collect and share information on a state-wide basis and to provide input to our funder, the State Department of Education, in a comprehensive and collective manner. I believe this facilitated the development and adoption of program guidelines and direction which have been, by and large, program-driven and, consequently, more responsive to community-based needs.

California has the largest and most successful R&R Network in the country. As you can see, it has been many years in the making. There has been much trial and error. We have worked out a lot of the bugs and we're anxious to share our experience with all who will listen. With our network in place, we have been able to respond to needs and accomplish things that, otherwise, would have been beyond us. It has been our state-wide perspective and our collective effort that has moved us forward - always keeping in mind that we are here for parents; that we believe strongly in

parental choice and diversity in programs to meet the needs of the diverse populations we serve.

I would like to tell you about several specific areas in which the R&R Network has been indispensable. These events and activities are not necessarily in sequence or in order of importance, but are highlighted to give you a sense of the value of the comprehensive nature of our R&R structure.

In the early days, when R&R was a brand-new concept in communities, not to mention within the state apparatus, our first attempt at standardizing data collection was undertaken. It became immediately clear that accurate data was essential to our being able to meet our mandates and serve the function which we were funded to serve. What resulted from many long discussions and comparisons among programs within the network was the basis for the tool for collecting request and service delivery data which is still in use in this state. That instrument, the CD2504, was only the beginning of what's possible and necessary to fully understand and document the complex arena of child care.

We recognize that we are but a small part of the overall child care picture in this state and one of many considerations within our State Department of Education. We are also the most knowledgeable about and experienced with the limitations, strengths and potential of R&R and are able and compelled to give it our full attention. Because trend-watching is an integral part of R&R, we have been and remain on the cutting edge of developments that affect families, particularly where child care is concerned. Because of our unique position, we are able to assist the state in making cost-effective decisions which contribute to a stronger, more effective, state-wide delivery system.

A stunning example of this is the R&R Network's involvement in

the child care component of the California welfare reform program known as GAIN. The Network, with the cooperation and commitment of its member programs, organized and coordinated an exhaustive survey of cost and supply in California. It was the first of its kind and required contacting every licensed child care provider in the state (numbering at that time about 43,000). What resulted was the first accurate profile of statewide child care. The benefits were many and continue to be felt. Local R&R's now knew for certain who was out there providing care. Consequently, parents in all communities had access to more accurate data. We had, for the first time, base-line data on which new data could be built. GAIN had a tool, which has since become the field standard, on which to base payment to providers caring for children of GAIN participants. This survey established GAIN Market Rate. This product again dramatically demonstrates the need for and value of sensitivity to diverse local communities while assuring an accurate, comprehensive, state-wide profile of child care. Of course, what it also underscores is the need for on-going and timely data collection, processing and reporting.

An extremely important part of R&R work focuses on child care providers. While response to parents' needs constitutes our foundation in large part, the picture is hardly complete without providers. Impacting the quality of child care has always been, and continues to be, an important role of R&R. This requires us to maintain close ties to provider groups at the local and state levels and to be responsive also to needs which they identify. An example of one Network response was "Partners in Prevention", a child abuse prevention training program designed to be delivered by local R&R staffs to groups of providers in their communities. The coordinated, state-wide approach allowed for consistency in what was delivered to the field, coverage in every county, feed-back from all over the state resulting in effective trouble-shooting and problem-solving and follow-up to insure that providers received training. Local delivery and involvement

allowed for personal contact from staff with whom providers were already acquainted, a high rate of participation due to these esisting relationships, and cost-effectiveness in that providers could attend training and receive assistance locally. Another benefit resulting from "Partners in Prevention" was the networking that providers did among themselves which untimately strengthened local child care communities. That combination made the program work.

As we have moved through many phases, one thing has remained absolutely clear. The unique nature of R&R enables it to respond to local and state-wide needs quickly and to create solutions that work. "Public-private partnerships" is a term we have all come to know and appreciate over these past few years. As recognition dawned that government is not, and cannot be, alone in building a solution to the child care dilemma, Resource and Referral moved to seek broader answers to the questions we all know so well. Again, in a first of its kind effort, the Network, with the BankAmerica Foundation, launched a program to respond to needs. The California Child Care Initiative Project (CCCIP) was designed to bring public and private resources to bear on building child care supply and insuring quality and retention of those services through training and follow-up. Ultimately, the California Legislature allocated matching funds, additional private interests contributed dollars, and the Network orchestrated an effort that resulted in the licensure of thousands of new child care spaces across the state. As in all its efforts, the Network's eye was to possible future benefit as well as to that of meeting pressing current needs. In that regard, CCCIP, like our other programs, is replicable and is adaptable in urban and rural settings.

I have tried to give you an overview of both the kinds of work we do and an idea of how much sense this approach makes. I can tell you that R&R knows child care need and supply as it has never

been known, yet we also know how far we have still to go. We know through discussions with colleagues around the country how badly they need what R&R has to offer. We know that we can be a powerful asset to and ally with our government funder to unlock answers to the child care question and that working together, public and private, is the only real road to success. We know, without a doubt, that a comprehensive approach to national child care that addresses quality, affordability and adequate supply, and that allows for local flexibility and diversity is truly the only approach that will really work for parents and their children. We have a child care history here in California that is rich. We've had the good fortune to test many ideas and the time to see the results of those tests. We sincerely hope that, in your wisdom, you will use our experience and our knowledge, that you will learn from our mistakes and successes. We implore you to build on what we've got in California, and now elsewhere in the country; that you will build on a model that works.

HR 3, the Early Childhood Education and Development Act, contains a Resource and Referral component. Far beyond that, however, HR 3 embodies a vision that meets all of the tests that have become so clear through the Resource and Referral efforts in this state. HR 3 is the right thing to do for children and parents in our country. Now is the right time to do it.

Thank you very much for this opportunity to address you.

Chairman HAWKINS. Thank you.

We will hear next from Ms. Whitebook, Executive Director of the Child Care Employee Project of Oakland, California.

Ms. WHITEBOOK. Thank you for asking me to testify before you today. As everyone knows, disasters really gripped America during 1989. The Alaska oil spill, Hurricane Hugo and in fact our recent bay area earthquake. While the hurricanes and the earthquakes scare and humble us, the Exxon fiasco evoked anger, forcing us to confront society's shortsighted regard for our natural resources.

Sadly, our human resources are also victims of myopic and neglectful social policies as evidenced by the current state of child care services in America.

Our children are being squandered by our society's unwillingness to support high quality child care programs. Pressures to expand the supply yet contain the cost to parents have shaped our public policies about child care, encouraging programs to rely upon unseen subsidies provided by teachers through their low wages.

But as the century draws to a close, child care centers throughout the country are finding it very difficult to recruit and retain adequately trained staff. Nearly half of all child care teachers leave their jobs each year—many for better-paying jobs in other fields. As the Nation deliberates on what is best for its children, the question of who will care for them grows increasingly critical.

It is this staffing crisis that provided the impetus for the National Child Care Staffing Study conducted by the Child Care Employee Project of which I am the Executive Director. The study was undertaken in conjunction with my colleagues Carollee Howes, Professor of Education at the University of California at Los Angeles, and Deborah Phillips, Professor of Psychology at the University of Virginia.

The national Child Care Staffing Study was designed to explore how child care teachers and their working conditions affect the caliber of services available in the United States. Between February and August 1988, the study examined 227 child care centers in five metropolitan areas—Atlanta, Boston, Detroit, Phoenix and Seattle—to capture the varied economic and regulatory environments in this country.

Centers included in the sample served infants, toddlers and preschool-age children and operated for a full day, served at least 15 children and employed at least six teachers. The sample included families from all socioeconomic groups in urban and suburban areas in each site. Non-profit, church-sponsored, independent for-profit and for-profit chains were included in the sample. These centers served over 16,000 families and employed over 3000 staff.

We used classroom observations to assess the overall quality of each center. Interviews with center directors provided information about center characteristics. Interviews with over 1300 teaching staff provided information about their qualifications, compensation and commitment to child care. In Atlanta child assessments were also conducted to examine the effects of program structure and staff attributes on children.

We found children are suffering because their teachers are so undervalued. Teachers are earning an average hourly wage of $5.35. That is right at about the poverty level. In the last decade, child

care staff wages when adjusted for inflation have dropped by more than 20 percent. These low wages are fueling an alarming rate of staff turnover.

In 1977, the staff turnover rate in American child care centers was 15 percent a year. In 1988 and 1989, it was 41 percent a year. Teaching staff earning the lowest wages are twice as likely to leave their jobs as those earning the highest wages.

We also found that the education of teachers was a significant predictor of the quality of child care. Teaching staff provided more sensitive and appropriate care giving if they had completed more years of formal education and received early childhood education training at the college level.

But at $5.35 an hour, not surprisingly there are fewer and fewer of those teachers available to care for our children. Our study also raised serious concerns about the quality of care in America, but at the same time it informed us of how we can address those concerns.

The typical classroom centers we examined had what was called a barely adequate quality rating. But we found lower staff turnovers and had better ratios. We wanted to also understand how centers operating under different structures functioning in different sites and serving families at different socioeconomic levels varied in the quality of care they offered to children and the work environment provided to staff.

We found that the better quality centers were more likely to be operated on a non-profit bases, to be located in states with higher standards, and to have better standards in terms of classroom structure and staff training. We also found that low and high income children were more likely than middle income children to attend those centers that provided better quality care.

We wanted to know what all of this meant for the children themselves and what we found is the children are truly in jeopardy because their teachers are so poorly paid. We found those children attending centers that were lower quality, were less competent in their language and social development and we also found that those centers with higher turnover rates had children in them who spent less time engaged in social activities and more time wandering aimlessly around their centers.

Behind our findings I think lies a very simple fact. Good quality child care requires an environment that values adults as well as children. The national child care study recommendations, which are echoed by many experts in the field, call for increased salaries for child care teachers coupled with expanded educational opportunities for those who work with young children.

Additionally, it is necessary to have regulations governing both the number of children cared for by teachers and staff training requirements.

H.R. 3 currently contains provisions allowing funds to be used for salary enhancement and requires minimal staff training as a step toward addressing these concerns. I would urge you to protect and even bolster these components of the legislation.

These are essential to the quality of services children receive. I want to end with a little anecdote. One of the stories that came out of Alaska this summer as people were working on the clean up of

the oil spill, we heard that many child care centers were forced to close because teachers were quitting in droves.

Why did they leave? You can probably guess. Exxon offered them more to clean the beaches than they could make caring for the children. I don't think we can blame the teachers for leaving, but we can blame ourselves if we continue to force dedicated adults toward one resource at the expense of another simply so they can earn a living wage.

Thank you.

[The prepared statement of Marcy Whitebook follows:]

Testimony presented by Marcy Whitebook,
Executive Director, Child Care Employee Project
Principal Investigator, National Child Care Staffing Study

The Committee on Education and Labor
U.S. House of Representatives
H.R.3, the Early Childhood Education and Development Act
San Francisco, California
January 19, 1990

Disasters gripped America during 1989: the Alaskan oil spill, Hurricane Hugo and the recent Bay Area earthquake. While hurricanes and earthquakes scare and humble us, the Exxon fiasco evoked anger, forcing us to confront society's shortsighted regard for our natural resources. Sadly, our human resources are also victims of myopic and neglectful social policies as evidenced by the current state of child care services in America.

Our children are being squandered by our society's unwillingness to support high quality child care programs. Pressures to expand the supply yet contain the cost to parents have shaped our public policies about child care, encouraging programs to rely upon unseen subsidies provided by teachers through their low wages. This results in inattention to improving the quality of services. But as the century draws to a close, child care centers throughout the country are finding it hard to recruit and retain adequately trained staff. Nearly half of all child care teachers leave their jobs each year--many for better-paying jobs in other fields. As the nation deliberates on what is best for its children, the question of who will care for them grows increasingly critical.

This staffing crisis provided the impetus for the National Child Care Staffing Study conducted by the Child Care Employee Project of which I am the Executive Director. The Study was undertaken in conjunction with my colleagues Carollee Howes, Professor of Education at the University of California at Los Angeles and Deborah Phillips, Professor of Psychology at the University of Virginia.

The National Child Care Staffing Study was designed to explore how child care teachers and their working conditions affect the calibre of center-based child care available in the United States. Between February and August 1988, the Study examined 227 child care centers in five metropolitan areas--Atlanta, Boston, Detroit, Phoenix and Seattle--to capture the varied economic and regulatory environments in this country. Centers included in the sample served infants, toddlers and preschool-age children and operated for a full day, served at least 15 children and employed at least 6 teachers. The sample included centers serving all socio-

economic groups in urban and suburban areas in each site. Non-profit, church sponsored, independent for-profit and for-profit chains were included in the sample. These centers served over 16,000 families and employed over 3000 staff.

Classroom observations were used to assess the overall quality of each center. Interviews with center directors provided information about center characteristics. Interviews with over 1300 teaching staff provided information about their qualifications, compensation and commitment to child care. In Atlanta child assessments were also conducted to examine the effects of program structure and staff attributes on children.

The National Child Care Staffing Study found that children are suffering because their teachers are undervalued. Teachers are earning an average hourly wage of $5.35. In the last decade, child care staff wages, when adjusted for inflation, have decreased more than 20%. These low wages are fueling an alarming rate of turnover, leading to an inconsistent environment for children. Staff turnover has nearly tripled in the last decade, jumping from 15% in 1977 to 41% in 1988. Teaching staff earning the lowest wages are twice as likely to leave their jobs as those earning the highest wages.

We also found that staff wages were a significant predictor of the quality of care. Better quality centers paid higher wages and provided more appropriate environments for children. In addition, we found that the education of teachers is a significant predictor of child care quality. Teaching staff provided more sensitive and appropriate caregiving if they completed more years of formal education and received early childhood training at the college level.

Our study raises serious concerns about the quality of care in America but it also informs us about how we can address these concerns. While the typical classroom in centers had barely adequate quality ratings, we found that better quality centers had higher wages for teaching staff, lower teaching staff turnover, better educated and trained staff and more teachers caring for fewer children. In addition to assessing the contribution of child care staff to center quality, we also sought to understand how centers operating under different structures, functioning in different sites, serving families of different socio-economic levels, and meeting or failing to meet established child care standards differ in the quality they offer to children and the work environment they provide to staff. These better quality centers were more likely to be operated on a non-profit basis, to be located in states with higher standards, and to meet widely accepted provisions for classroom structure and staff training. We found that low and high income children were more likely than middle income children to attend centers providing higher quality care.

What does this mean for our children? The National Child Care Staffing Study found that children attending lower quality centers were less competent in language and social development. We also found that those attending centers with higher turnover rates spent less time engaged in social activities with peers and less time involved in center activities. Children are in jeopardy because their child care teachers are poorly paid.

Behind our findings lies a simple fact. Our study makes it clear that good quality child care requires an environment that values adults as well as children. The National Child Care Staffing Study recommendations, echoed by many experts in the field, call for increased salaries for child care teachers coupled with expanded educational opportunities for those who work with young children. Additionally, it is necessary to have regulations governing both the number of children cared for by teachers and staff training requirements.

HR3/ABC currently contains provisions allowing funds to be used for salary enhancement and requires minimal staff training as a step towards addressing these concerns. I would urge you to protect and even bolster these components of the legislation.

Amidst the stories from Alaska this summer came this warning. Reportedly many child care centers were forced to close after teachers quit in droves. Why did they leave? Because Exxon offered them more money to clean the beaches than they could make caring for children. We can hardly blame the teachers for leaving. But we can blame ourselves if we continue to force dedicated adults to care for one resource at the expense of another simply so they may earn a living wage.

Chairman HAWKINS. The final witness is Ms. Patty Siegel. May I interrupt as the head of the committee to express our appreciation to you, Patty Siegel, for the work that you have done in helping us to put together the hearing this morning in San Francisco. It was done in a hurry.

We did not know a lot of the individuals. I think you have done an excellent job. We are very pleased with the witnesses. We have heard many views expressed. I think we will profit from them. We are delighted at the turn out of the people who are here and we know that they are wonderful supporters of child care and we are very, very pleased that we selected the City of San Francisco, the city and county of San Francisco if for no other reason than having Patty Siegel around to help us.

Ms. SIEGEL. Thank you very much.

I would like to echo and give back your thanks, because certainly you and Mr. Hayes have been champions for children, not only in this state, but in this country for many long years. We are honored that you have chosen San Francisco for this hearing and we hope that you will return to Washington with some of our enthusiasm and the really fervent feeling that we have that this bill must pass now.

I think that as the final witness, I won't read my entire statement. It is there for the record.

What I would like to do is sort of repeat. My 18-year-old children are in the middle of taking their finals. We have had a lot of review in my house this last week. As the last witness, I think it is appropriate to review what we feel are the major pieces we want you to take back to Washington.

I want to thank everyone in this room who have been some of the longest, hardest supporters of H.R. 3 and ABC. These are people who have worked endlessly. It is the parents, providers, resource and referral counselors who will help you pass this bill we hope next month.

We don't want to have to wait too long. We have waited 20 years. It is interesting my twins who have just turned 18 will graduate from high school. They were the reason I became involved in child care. I would love as a graduation present to be able to say there is a comprehensive Federal child care bill at last.

They waited a long time. They wished they could be here if they weren't in their civics final. Just to sort of recap, we, the California Alliance for Better Child Care, represent over 6,500 individuals and groups which support H.R. 3, ABC.

We have received formal endorsements from more than 72 local governments, mayors, groups from across the state, all the way up to Del Norte Board of Supervisors, San Francisco, Los Angeles. This bill has support not only in urban places like San Francisco, but in communities like Fresno, like Siskiyou County, some places people may not have even heard of.

We have been joined, as I think Senator Watson shared with you, by aggressive support in the form of a resolution, an assembly joint resolution offered in 1988 that put our State Senate and our State Assembly on record as supporting the ABC legislation.

I believe we are one of the few states that can offer that kind of public legislative endorsed support in the whole country. As I said,

we feel urgent need. The urgent need was certainly articulated by Superintendent Honig, Mr. Riles, Senator Watson.

Let me remind you, we are the golden state when it comes to what we spend on child care. This year's budget includes $350 million. But with that $350 million for state subsidized child care services, we are serving only about 80,000 children per day and those 80,000 children have miles and lines behind them.

Every center director that is here today has a waiting list that is so long it is criminal. Conservatively, we were meeting as, Diane Watson said, between 10 and 20 percent of the need. That is just the need for the very poorest low income families in this state. It doesn't even begin to address—and my testimony gives the figures precisely—the total supply crisis we have.

To help all the working families in this state tomorrow we need a minimum of a million more slots. That is a lot. That means that we need your help.

We support H.R. 3 because we believe it is the most comprehensive approach and it is a comprehensive approach that this country needs at this time. Particularly, Title III, and includes the diversity that has been the corner stone of our public policy in California since the early seventies.

You know from the previous witnesses that our child care programs are housed within the State Department of Education. You know that they include family day care homes, child care centers, public agencies, private agencies, rural and urban, suburban communities.

We are also pleased that Title III offers expanded support for infant, toddler and before and after school care. Those are the areas that we most desperately need expansion in California.

In fact, the child care resource and referral network that Marianne represents has documented over the past 10 years consistently that over 50 percent of the parents who phone them looking for child care services have children under age two. Yet, the total supply of care for infants and toddlers is probably not even—it is probably less than 2 percent of everything available in this state.

School age child care barely fairs better. We are particularly pleased and urge you to keep those infant toddler school age provisions in H.R. 3. Now there has been a lot of talk this morning about the alternative approaches, and I want to say very clearly and very strongly that this state supports H.R. 3 and we do not want a substitute with a mere $200 million into the Title XX program.

I want to share with you and sort of recap why Title XX doesn't work for California and it is important that everyone in the audience understands this. I think most people do, from our past experience. We have and have had since 1972 all of our child care programs housed under the State Department of Education.

When we consider the programs that have evolved in this state since the seventies and when we look at H.R. 3, we have to remember a very important policy decision that this state made in 1980. It was a bold and dramatic move that was questioned at the time.

I am glad we did it. I was one of those advisors as a member of the then Governor's child development program advisory committee that encouraged it. We bought out our Title XX funds. We re-

placed the Title XX child care funds that were being used for child care. Those went for homemaker chore, and we replaced them dollar for dollar with state only funds.

Why did we do that? Why would we not sort of want to be a part of the Federal program? It was very clear. Title XX funds go to the State Department of Social Services because they are social service block grant funds. In our State, the Department of Social Services is not the agency which administers child development programs.

We suffered. It took us sometimes 18 months, endless trips back and forth to Washington, and most importantly, precious dollars in sort of the laundering, administrative costs to get those monies that you in Washington sent us, we thought, for child care from one state agency to another.

Now, I won't believe and I don't believe that Wilson Riles or any of the previous witnesses that experienced that can believe that we wouldn't experience a similar trauma if we were to have the alternative proposal that Congressman Downey has suggested. It will be very, very difficult, particularly difficult in a time when every state agency in California is scrambling to find adequate funds to meet their budget needs.

We also, when we made the Title XX buyout decision, were looking at what we saw to be perhaps the jeopardy of all social service programs funded in an era, the unfortunate national era of the eighties when all social service programs in this country were cut and were at risk.

While many other States and many of our advocate colleagues whose States depended upon Title XX child care funds and who suffered incredible cuts—10, 20, 30 percent—you talk to Sophie Harris from Alabama and you know what they went through just to keep an even lesser level.

We did not lose a single child care slot in the 1980s. We didn't have the type of expansion we would have liked to have, and we can have when we have H.R. 3, but we were able to hold our own and expand school-age care significantly.

So, for us, the experience is clear and there is no way as the California Alliance for Better Child Care that we would accept an alternative approach which we feel would send us back to an era that was administratively very challenging.

Now, beyond the pragmatic concerns for the inadequacy of funding and the mechanism offered by Congressman Downey, we salute H.R. 3 because it is a comprehensive bill. I think all of my colleagues in the room today want to share with you that we feel it is time for this country to go on record and have a comprehensive child care bill and policy, not a tag-on to an already existing program with another name.

We want child care to have its own bill and, if you will, its name in lights. We have waited a long time. It is not just a symbolic need. Your bill does provide the infrastructure, the training, the attention to staffing—the staffing crisis Marcy outlined.

The resource and referral services we know from our experience in California can benefit parents and providers throughout this country. Those are the components of a true national child care policy. I think when you listen to people like Paul Proett, and I know there have been other corporate representatives here today,

the private sector is looking for signs of life from the leaders in Washington.

I think if people can see a national policy and know this country cares about quality, knows there is hope on the way with more funds to meet the tremendous unmet needs. I think we will be much more successful in attracting more private sector involvement, such as we have had in the California child care initiative project.

Tax credits are a piece of the solution, but they are certainly an inadequate approach. Poor parents, if you give them $800 or $1,000 a year, when they are already struggling to pay their rent, to clothe their children, to buy their food, how much of that money are they really going to be able to save for child care?

I think you know the answer. In fact, Mr. Hawkins, I think I heard you give this speech last March in Washington. It is tax credits—they are a small piece of the answer. They are certainly a way of addressing the poverty parents in this country face. But they are not a total child care solution.

So, let me close by thanking you, but urging you to go back to Washington with a loud voice on our behalf. Please note each of us in this room is here ready to pledge our support and to work long and hard, as many extra hours as it will take, to see this bill pass and to have this country emerge with a national policy at last.

[The prepared statement of Patty Siegel follows:]

TESTIMONY

FOR

U.S. HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION AND LABOR

CHILD CARE FIELD HEARING

SAN FRANCISCO, CALIFORNIA
JANUARY 19, 1990

BY PATRICIA SIEGEL
COORDINATOR, CALIFORNIA ALLIANCE
FOR BETTER CHILD CARE

PATTY SIEGEL
CHILD CARE FIELD HEARING - SAN FRANCISCO

Congressman Hawkins and Members of the Committee:

Thank you for the opportunity to testify before your committee and to share with you California's enthusiastic support for H.R. 3, the ABC bill. I am Patty Siegel, and I am appearing before you today in my role as coordinator of the California Alliance for Better Child Care. The California Alliance was formed in 1987 with the specific purpose and goal of working for the passage of comprehensive federal child care legislation. We have been active in communities throughout the state, and we represent more than 6500 individuals and groups. The Alliance has received endorsements for the ABC bill from 72 organizations including: local government - San Francisco Mayor Art Agnos, San Francisco Board of Supervisors, Del Norte County Board of Supervisors, Los Angeles City Council, Oakland City Council, Sacramento City Council, Santa Barbara County Board of Supervisors; labor - California Labor Federation, AFL-CIO, Coalition of Labor Union Women (C.L.U.W.); and a variety of other organizations - B'Nai B'Rith Women, California Teacher's Association-Early Childhood Caucus, California Association for the Education of Young Children, California Children's Lobby, League of Women Voters of California, National Council of Jewish Women, San Francisco Chronicle. A complete list of the endorsers is attached. We are especially proud of the endorsement the ABC bill received in 1988 from our state legislature. Assembly Joint Resolution 62 demonstrates that our state legislators understand and support the urgent need for the ABC bill.

Many of those who have worked hardest for the passage of the ABC bill are in the audience today, and I would like to take a moment to thank them for their hard work to date. These are the parents, providers, resource and referral counselors and community organizations who have been waiting twenty years for a comprehensive federal child care bill. We are prepared to work very long and hard in the coming weeks and months to see that the 101st Congress passes the very best, most comprehensive bill possible. We appreciate the endless efforts you and your staff have made on our behalf so far. We

1

hope today's hearing will help you return to Washington with an amplified voice urging your colleagues to act on H.R. 3 immediately.

California has a long, strong history of support for child care dating back to the early 1950's. But even here in California where the 1990 state budget includes almost $350 million of funds for child care and development services, we are not even close to meeting the needs of our working families. Our existing subsidized child care program operated by the State Department of Education serves approximately 800,000 children per day. Conservatively, they represent less then 25% of the children from low income working parents who are eligible for our state funded child care programs. If we include children 10, 11, and 12 year-olds the figure drops to 10%. And here I am speaking only in terms of the need for subsidized child care. No California parent can escape the broadside frustration of our child care supply crisis.

Our most recent data (1988) on the total supply of licensed centers and family day care homes shows a capacity of 529,229 child care spaces throughout the state. If we examine this capacity in light of California's total number of children 0 - 12 years old (5,617,023) who have mothers in the workforce (60%) and need licensed care (44-53%) we arrive at a conservative estimate of the demand for licensed care of 1,563,127 children. Subtracting our available licensed supply from that figure, we arrive at an unmet need for licensed care of 1,033,898. In short, our total supply of care was barely meeting half the need in 1988. And, needs have only increased over the past year while we struggle to keep supply constant.

Mr. Hawkins, California desperately needs the help H.R. 3 would provide in addressing these needs. The previous witnesses have addressed the importance of Titles I and II of the bill. I would like to focus on Title III. Title III fits like a glove with California's existing subsidized child care system. We take pride in the programmatic, geographic

and cultural diversity available in our existing programs which include a wide variety of sponsors in the public and private sectors. Title III reflects that diversity and acknowledges the important contribution all types of child care providers, including family day care homes and child care centers, make toward a quality child care system. It also provides expanded service to infants and toddlers and school age children. These are the age groups which we have consistently noted as being most in need of services in California. The California Child Care Resource and Referral Network has documented over the past ten years that more than half of the parents calling to request child care services have children under two years of age.

Administratively, when Title III funds come to California the Governor would automatically channel them to the State Department of Education which has been designated since 1972 as the single state agency for child care. As Senator Watson and Superintendent Honig have indicated, our state child care services under the State Department of Education expanded dramatically in the 1970's and again in 1980 and 1985.

In considering the provisions of H.R. 3 in the context of California's existing child care policies it is important to note that in 1980 California made the decision to "buy out" its Title XX child care funds. We replaced the Title XX child care funds with state-only child care dollars, and resolved what had become a cumbersome, frustrating, and costly administrative exercise during most of the 1970's. Because Title XX is a part of the Social Security Act, Title XX funds flow automatically to the State Department of Social Services. Because the Department of Social Services in California does not administer subsidized child care funds, Title XX funds for child care had to be transferred from the Department of Social Services to the State Department of Education. This was never a simple process. Transfers took up to eighteen months to process, and involved administrative costs which took away from the direct service funds.

PATTY SIEGEL
CHILD CARE FIELD HEARING - SAN FRANCISCO

The decision to "buy out" our Title XX child care funds was also made with a frank assessment of the challenge we would face to maintain adequate Title XX funding in an era of eroding federal support for social services. The Title XX Buy-Out decision has served us well. While many states suffered from cutbacks in child care services funded under Title XX, we did not.

The California Alliance is also very concerned that the current proposal by Congressmen Downey and Miller to replace Title III with a modest ($200 million) Title XX earmark for child care would jeopardize the good child care system we have established in California, and send us back to an inefficient and costly system of transferring funds. We do not and cannot take for granted that a Title XX child care earmark would be easily facilitated in our state. We have ten years of prior experience which contradicts that assumption.

Beyond these pragmatic concerns for the inadequacy of the funding and mechanism offered by Congressman Downey, our Alliance also takes issues with the proposal to replace a comprehensive child care bill with a simple infusion of child care funding under an existing federal social service program. The thousands of parents and providers we represent are working hard for the passage of H.R. 3 because it establishes the infrastructure, we believe, is necessary to truly move child care forward in our communities. We cannot solve the child care crisis which has developed over 20 years in this country with a simple tag onto another program.

We want our country to articulate a national child care policy which not only provides expanded funding for low income families, but also gives a message to public and private partners in our community that there is a child care infrastructure on which they can build.

Congressman Hawkins, the California Alliance for Better Child Care thanks you for the time and concern you have shown in today's hearing and throughout your distinguished career representing the needs of California families. You can count on us for continued work and firm support for the best possible, comprehensive child care legislation.

California
Alliance For Better Child Care

THESE CALIFORNIA ORGANIZATIONS AND PUBLIC OFFICIALS HAVE ENDORSED THE ACT FOR BETTER CHILD CARE SERVICES (S.5 and H.R.3) (As of January 19,1990)

Alameda County Building and Construction Trades Council
American Association of University Women,(AAUW), California
Mayor Art Agnos-City of San Francisco
Berkeley City Council
B'Nai B'Rith Women
California Association for the Education of Young Children
California Child Care Resource and Referral Network
California Child Development Administrators Association
California Children's Lobby
California Consortium of Child Abuse Councils
California Labor Federation, AFL-CIO
California State Employees Assoc. SEIU Local 1000
California Teachers Association, Early Childhood Caucus
Child Care Coalition of Santa Clara County
Child Care Coalition, Sacramento
Child Care Employee Project
Child Care Law Center
Child Development Consortium of Los Angeles
Child Educational Center-Berkeley
Children's Commission of Santa Barbara County
Children's Resource and Referral Center(Santa Barbara)
Children's Respite Care, Inc.
Coalition of Labor Union Women (C.L.U.W)
Creative Adventures LC.
Del Norte Child Care Council
Del Norte County Board of Supervisors
Early Childhood Federation, AFT #1475
Gray Panthers of San Francisco
Greater Long Beach/Lakewood Family Day Care Association, Inc.
Hotel and Restaurant Workers, Local #2
Jobs With Peace, Los Angeles
League of Women Voters of California
League of Women Voters of Los Angeles
Legal Defense Center of Santa Barbara
Los Angeles City Council
Los Angeles Commission on the Status of Women
Los Angeles Mayor's Advisory Committee
Legal Defense Center of Santa Barbara
KPIX T.V.
MacBrine Doyle Associates

-over-

Milton and Associates
Mothers at Work -Carmichael
Mount St. Mary's College
National Black Child Development Institute, Los Angeles Chapter
National Council of Jewish Women
National Lawyers Guild, Bay Area Chapter
North Bay Association for the Education of Young Children
Northern CA Association for the Education of Young Children
Oakland City Council
Pacific Lodge Boys Home
Sacramento Area Black Caucus, Inc.
Sacramento Black Women's Network, Inc.
Sacramento City Council
San Diego Association for the Education of Young Children
San Francisco Board of Supervisors
Sacramento Valley Association for the Education of Young Children
San Francisco Chronicle
Santa Barbara County Board of Supervisors
Santa Barbara Daycare Association
Santa Barbara Family Care Center
Santa Monica Child Care Task Force
Society for Public Health Education
Solano County Children's Network
South Coast Child Abuse Coordinating Council
Southern CA Association for the Education of Young Children
Southern CA Association for the Education of Young Children, Valley Chapter
Tri Cities Children's Center
Twinline
Ventura City Child Care Council
Weinstock's
Women Civic Improvement Club, Inc.
Women For:

Chairman HAWKINS. Thank you very much. A wonderful summary. I really wish you were a Member of Congress and could say that internally.

Mr. HAYES. Head of the Ways and Means Committee.

Chairman HAWKINS. I second the motion.

Ms. Beeson, could you elaborate on an issue that you brought up, or at least a provision in the city's requirement that developers of 50,000 square feet, I think you mentioned, must contribute so much per square foot to an affordable child care fund? Is that child care within that structure? Does it go into a central fund? How is it handled? I don't quite get the mechanism.

Ms. BEESON. Let me do the best job I can, but let me acknowledge Abbie Cohen, whom I see sitting up there, who wrote the legislation for San Francisco. We not only have Patty at the child care center, but we have great resources here. I think she can probably answer better than I. I have the pressure of beginning to gather the dollars. With her help and other people's help, figure out how we are going to allocate it.

What it is, there are two aspects of this ordinance. One is section 314, which I will be happy to provide you and send to you, which requires in the office and hotel development area in the downtown area of San Francisco, where because of the employment, there is a negative impact on our existing child care resources, and there are needs of the employees in the work forces there to contribute to this affordable child care fund.

They have an option. The option is either pay $1 per square foot into the fund for creating an on-site child care center or creating a near-site child care center very close to where their development is. Let me also add that the money comes to the city at the point where they receive a certificate of occupancy. This is something that the Board of Supervisors passed so as to impose a fee on them.

There is one other provision which I would like to add, and that is another section, 165, which I will also provide, which requires employers to explore a number of ways, including resource and referral services, where they can help their employees in these massive office buildings meet their child care needs and do the kinds of things that Apple is doing.

We expect to have about $2 million. Right now, the San Francisco Development Agency is very serious and has a commitment from a developer for 3,500 square feet of child care space, and they are actually trying to negotiate it up to 10,000 square feet. We very much want a child care center on the southern part of Market Street, and one on the northern part of Market Street.

Money from the fund can help make this possible. The other thing it will do is take the money from the fund, develop final regulations, and provide partial subsidy so the working poor, the clerks, the people in these office buildings can benefit through reduced fees.

And as I said previously, what is interesting now is that there are developers who really want to do this. Initially when this was passed, it was thought this would be a real burden, just another thing government is asking to do. Now, what is happening is they are saying if we have to do this, how can we do it.

I have a client that really wants to do child care, but maybe doing it for the life of the project isn't it. Do you think we can do it for 20 years? We are beginning to say yes, we will engage in a dialogue with you to figure out how to provide child care in these office buildings in the downtown areas. Again, I will provide you with the ordinances and background information on that.

Chairman HAWKINS. I would assume there is some organized opposition to the ordinance or there is some degree of displeasure, perhaps? Is it a one-shot deal? Does it continue?

Ms. BEESON. It is a one-shot deal. For instance, if the office development has 325,000 square feet, their contribution would be $325,000 once. One of the reasons I think why they are supportive of it now is because we are working so closely with them to see that their own employees in some way will be the direct beneficiaries of their consideration.

Surprisingly enough, this was passed in 1985. There was little or no opposition to it. I think it was because it was a modest fee and because, frankly, being able to develop in San Francisco, we have some growth limits. So that we have restricted growth.

The imposition of a modest fee, in my personal opinion, was in many ways not a major obstacle to them nor a major cost factor. So there really hasn't been——

Chairman HAWKINS. It applies only to new construction?

Ms. BEESON. Correct. Only hotels and offices in the downtown area. The redevelopment agency is very receptive to including it in their areas, particularly when you are going into an area like redevelopment where they are attempting to transform an entire area, they are now seeing that 30 years from now, they in fact will need schools and child care, and have been quite positive.

I would also like to say I think that is, in large part, due to Mayor Agnos and the commissioners on our local boards.

Chairman HAWKINS. Does it apply only to the downtown area? Is it county-wide?

Ms. BEESON. It is county-wide. It is a county ordinance, but applies only in the downtown district called C-3.

Chairman HAWKINS. Very, very interesting.

Mr. Hayes?

Mr. HAYES. No questions, Mr. Chairman. Excellent testimony.

Chairman HAWKINS. Yes.

Mr. HAYES. I wish they could get before that 435-Member House.

Ms. BEESON. We will come. We will be there.

Chairman HAWKINS. We will need you, I am sure of that. It has been a real enlightening hearing. Some of us, we have heard some new ideas and a lot of enthusiasm and some wonderful people.

This panel has been excellent. We appreciate it, and we thank the people from the City and County of San Francisco, and we hope that you just transmit to your Representatives in Congress also this same enthusiasm. That is your job. We will try to do the best job we can to do. Thank you very much.

Chairman HAWKINS. That concludes the hearing.

UNIDENTIFIED INDIVIDUAL. Sir, would you say for the record why you didn't let the other side speak?

Chairman HAWKINS. Everybody was invited. The notices went out. Really, to be very frank with you, there is no other side. You

either are for children and you are for H.R. 3 or you are not. There isn't any other side.

If you haven't been convinced, I think it is very, very sorry.

Mr. JOHN FITE. Would it be possible for us——

Chairman HAWKINS. Come down, bring your children with you. We will be glad to hear from you. We will give you five minutes.

STATEMENTS OF JOHN FITE AND BONNIE FITE

Mr. JOHN FITE. Thank you very much, sir.

I am John Fite. This is my wife, Bonnie, and my little son, Little John or John. He is John, Jr.

I would like to take a few minutes to give the other side. I know that it has taken three and a half hours to give one. Hopefully in a few minutes, I can give mine.

First, I believe H.R. 3 discriminates against groups like full-time moms and their families. They also discriminate against religious day care centers. They also discriminate against many home day cares.

In the long run, H.R. 3 is going to reduce the choice of both the poor and the single mother. Likewise, H.R. 3 will be creating a multi-million-dollar bureaucracy.

Why do I say these things? The reason I believe it discriminates against full-time moms is because a lot of times, a mother decides not to work, not because she is wealthy, but she has decided to sacrifice financial gain for taking care of her child.

H.R. 3 does not take care of a full-time mom. It discriminates. Now, in addition to us having to continue to make our bills on one income, we also have to pay additional taxes.

The reason it discriminates against religious day care is because there are some sections there that talk about sectarian organizations, and when it comes time to getting Federal aid, they are going to have to meet some standards, and what they will have to do is give up their own standards just to be able to receive the money.

What happens is that they are in there competing against State-subsidized day care centers. For example, you have one group trying to do it all on their own. The other one has a subsidy from the government. So, in the end run, they were going to run out of business.

If you used to have a choice concerning either taking your child to a religious day care center or to a State-run, you don't have the choice.

According to some statistics, a third of the day care centers are religious connected and are non-profit organizations. Why do I say that it is going to reduce the choices? The main reason is that after a while, the only ones that will be able to survive will be State-run or State-subsidized day care centers.

Why do I say this is a multi-million-dollar bureaucracy? As you know, they kept continuing talking about quality. After a while, people started to come up and say, what is important is to be able to pay all of the workers so they can work harder. What that means is their raises have gone up, but it doesn't mean you are paying less. All it means is you are getting paid more.

The only way they will be able to handle that is they will have to be paid more. In addition, you have to give more money to be able to save money for yourself.

So, another thing is that they say it doesn't create a bureaucracy. I ask the question: If you take all the money H.R. 3 plans to give, how much of that money will go to save you some money and how much will go to run the system and to police the system?

The question I want to ask, what is happening is a subtle statement that is being said here, is you don't know how to take care of your children, so let the government take care of your children. The way it is being said, for example, just a few minutes ago, a certain person said, if you give $800 to a poor person, they don't know how to handle that money, so they are going to spend it on something else.

I ask you the question: It seems to me that a person who really cares for their child will be able to—since they care for them, this will be a great opportunity for them to manage their money and apply it to child day care.

So, the question I ask you is, who should decide what is best for your child, the government or yourself as a parent who is best prepared?

Thank you very much.

Chairman HAWKINS. Thank you.

May I just say to you that we have heard these arguments across the country. We heard them in Congress as well. There are certain restraints that we recognize. We recognize the Constitution. Under the Constitution, you cannot give money to entities that discriminate against other taxpayers.

When you say that religious-based organizations would not have the opportunity to benefit, they will only have the opportunity not to benefit if they decide that they want to discriminate, and discrimination is unlawful. For that reason, we have the provisions in the proposal to protect the constitutional rights of citizens who contribute taxpayer money who do not want to be subjected to discrimination.

So, it is very clear what we are doing there. We could not do otherwise, constitutionally.

Mr. JOHN FITE. If I may respond to that, sir? You know one thing, I just want to say I believe that in our country, we have freedom of religion. Not necessary freedom from religion. My concern is, for example, one of the people that I think are really being discriminated against is the full-time mom. I didn't mention they are religious or not religious. They can come from any background. Right now, they are not being taken care of.

Chairman HAWKINS. Well, the bill does include a tax provision, the earned-income tax provision. Taxes are not within the jurisdiction of this committee. If you want to get a tax provision that will give to moms, as you call them, with children, then I would suggest you take that up with the Ways and Means Committee, not this committee. This committee has no jurisdiction over taxes.

I am not so sure it is a good policy, but the point is, you are speaking to the wrong committee. Go to Mr. Rostenkowski of Illinois and you tell him to provide the money to do what you want to do, and it may be the Congress will do that. I suggest you use that

as your committee, as the committee that you make your argument before. They will have to, of course, overcome the opposition of Mr. Bush, who says no new taxes to provide the money.

Mr. JOHN FITE. You are going to have to try to overcome that also.

Chairman HAWKINS. No, I don't think we need to. But it isn't within the jurisdiction of this committee. For that reason, we didn't get into the tax issues today. We did say we supported the earned-income tax credit, and we support child care.

Mrs. BONNIE FITE. May I ask one question? How do these religious day cares discriminate? We have a Catholic and Presbyterian one.

Chairman HAWKINS. If they don't discriminate, they will benefit under H.R. 3. They are still included. A Catholic institution such as you mentioned, or it could be Baptist, or Methodist, will be able to benefit. They will be able to operate child care centers. They are not excluded. I am only saying, however, if they do decide to participate and receive the money, then they must observe the constitutional provisions, which says you cannot discriminate in enrollment or in the employment based on a religious preference.

In other words, you cannot just have members of your particular sect. You must hire a qualified individual, regardless.

VOICE FROM THE AUDIENCE. Could you have the Ten Commandments on the wall?

Chairman HAWKINS. You want to get into the legal implication? I know where you stand. You could not provide any sectarian instruction of any kind. That is decided by the courts. We can argue the legal implications of that from now until doomsday. I have already indicated today that we are perfectly willing, because we believe that the children of America deserve some attention, we are willing to incorporate the provisions of both Mr. Downey's proposal, which provides $200 million under Title XX, and our proposal. We are willing to go that far to compromise and to provide both provisions to get a bill through Congress.

Now, that is as far as we can go. But we cannot possibly violate the Constitution. Now, if you pass a bill and do not have that protection in the bill, the bill is going to end up in the courts, and we will still not have a child care bill.

We have said that we will pass a bill, and we will accept the other approach provided that we can separate that provision if any litigation is initiated, that it will only apply to that.

In other words, we want to protect the child care issue to that extent. That is as far as one can go. We are reasonable. We are fair-minded. We have listened to arguments on both sides. We have come to the conclusion that to sit around here and continue to waste time on something that is clearly unconstitutional or clearly not introduced for any other reason than to defeat a legitimate child care bill is wasting our time.

I am not personally fair-minded about it. I don't even hear that junk. I have been in public service for 50 years. I don't intend to waste my time listening to such arguments and to people who simply want to destroy a child care program——

VOICE FROM THE AUDIENCE. I just thought a representative of the people might have both sides at a Congressional hearing.

Chairman HAWKINS. If you want to say something, we will be glad to put it into the record. But if you want to just sabotage it, that is your privilege.

Mr. JOHN FITE. I know I am taking more than five minutes.

Chairman HAWKINS. This will be the last. I will not comment on it. You may have the final word.

Mr. JOHN FITE. That is very kind. I just want to say that, you know, one, I support having some sort of government bill where you can have money that supports day care centers. My concern is that the way this is phrased right now, we want the—the word that was being used over and over again was the word "quality." It is very difficult to define.

One of the areas of quality has to do with the matter of character. Just recently, one of the ladies here quoted—"I have a dream," quoted Martin Luther King. I admire Martin Luther King. Believe it or not, once this bill is passed, quite possibly you can learn, too, much more about Martin Luther King because of his background, or that it will have to excised out.

My concern is a matter of character and quality and love. I don't know that this is being fairly addressed.

Chairman HAWKINS. Well, thank you very much for your testimony.

That concludes the hearing.

[Whereupon, at 12:35 p.m., the committee was adjourned.]

PACE PROFESSIONAL ASSOCIATION FOR CHILDHOOD EDUCATION
116 New Montgomery, Suite 720, 7th Floor, San Francisco 94105

January 22, 1990

EDUCATION AND LABOR COMMITTEE
MINORITY OFFICE
U.S. HOUSE OF REPRESENTATIVES
House Annex 2, Room 535
Washington, D.C. 20515

Re: Public Hearing - ABC Bill

Gentlepersons:

I am writing to you on behalf of the Professional Association For Childhood Education (PACE), an association of approximately 600 hundred private, proprietary, church-related and non-profit child care centers providers across the state of California.

We are disturbed that the House Committee on Education and Labor reportedly held a public hearing on January 19, 1990 at which our program sectors were not represented or allowed to testify regarding the ABC Bill.

Our center members believe the appropriate role of the government is and should continue to be helping low-income parents and children. Federal legislation should be directed specifically toward parents maximizing their free choice, choices they need and desire for their personal family situations. It should provide for a healthy pluralism of child care providers, not create a monopolistic bureaucratic system.

HR3, as currently crafted has serious problems. We are seriously concerned with the proposal by Congressman Hawkins, the "Title II School-based Child Care Initiative" to institutionalize three and four year olds in the public school setting. This attempt is not in the best interest of the age group in question and is not consistent with good pedagogy for young children. Multi-year research shows existing prekindergarten and even kindergarten programs in public school settings are decidedly wanting on a large number of scales (Young Children, September 1989). Critical areas such as teacher preparation, program content, multi-cultural sensitivity, parent involvement and regulatory standards are clearly lacking. We are keenly aware that we are not alone in these concerns. Many other practitioners, educators, child study experts and authors have advocated in behalf of children and families concerning appropriate child development programs and practices.

The Titles III and IV ABC portion will begin a new federal grant program and as constructed, will prevent equal participation of religious centers. This wields contentious constitutional debate with church/state implications, another serious flaw.

We support an approach similar to Congressmen Downey, Miller, Stenholm and Shaw which calls for increases in proven and demonstrated existing federal programs, namely the "Dependent Earned Income Tax Credit" and "Title XX Service Block Grants."

Child care and development programs are highly specialized and for the most part are well adapted to meet the developmental needs of the children they serve. Why can't we simply continue to regard them with the special status they deserve, free from the social and academic pressures that influence the rest of elementary and secondary education sectors? Sound early childhood education is clearly an extension of the home, not of the public school.

The ABC bill continues to raise our consciousness and horizons, as well as many of our doubts and consequential problems. It also ignores the controversial differences between early childhood education and formal education. It now proposes to burden a formal education system already in crisis. Let's not propagate more miseducation!

We commit our pledge to work with you and the Committee in the next Congress to craft a more appropriate legislative vehicle which reflects the well-being of sound education in out-of-home care programs for children, without the pitfalls, risks and constitutional battles of the current ABC.

Cordially,

Linda Lovett

Linda Lovett
Southern California Regional Coordinator
AC 714 689-7022

GLENN AUSTIN M.D., INC.
PEDIATRICS AND YOUNG ADULTS
1000 FREMONT AVENUE AT LOYOLA CORNERS
LOS ALTOS, CALIFORNIA 94022
TELEPHONE (415) 948-8661

15 Jan. 1990

Lisa Morin
c/o The House Committee on Education and Labor
House Annex # 2, Room 535
Washington, D.C., 20515

Dear Ms. Morin:

Enclosed, as you requested, my statement for the record on the subject of child care as testimony for the House Subcommittee on Human Resources. I am sorry that the Subcommittee process does not allow a wide range of views to be presented in person at the San Francisco hearings. Please send me a copy of the transcript of the hearings and statements submitted.

Sincerely,

Glenn Austin

Glenn Austin, M.D., F.A.A.P.

TESTIMONY ON CHILD CARE LEGISLATION FOR THE HOUSE SUBCOMMITTEE ON HUMAN RESOURCES

By Glenn Austin, M.D., Pediatrician and Author, 1/19/90

Currently the government lacks an effective social or tax policy which allows or encourages American families to give optimum care to their children. Some of the current child care proposals being considered will inadvertently discriminate against mothers at home and possibly encourage a decrease in mothering time for American children. Certainly a large percentage of mothers work outside of the home and many have problems obtaining quality day care for their children. However figures used to support the need for expanding day care are often exaggerated, as is the basic premise that children will do as well in day care as they do at home.

The Institute for American Values has gathered accurate statistics which show, for example, that only 11.5% of preschool children are cared for in day care centers. 23.5% are cared for by father or other relatives in the child's or relative's home. Among mothers of preschool children nationally over half are not employed or are not employed full time. Of those employed many work at home. The largest single group of children are in traditional families with mother at home and father working. Surveys have shown that half of working mothers felt that they are missing out on the best years of their child's life and that the great majority of mothers at

home are satisfied with their role. Thus around 75% of American mothers prefer to stay at home with their children. Governmental support for day care may have the effect of increasing the current percentage of children in day care but offers no incentive for fathers and relatives to continue caring for preschoolers in the home and no help for the majority of mothers who would rather be at home with their children.

One reason that so many mothers work outside the home is the tax policy of the United States Government. The logic and desirability of strengthening the family and encouraging mothers to stay home to mother their children was recognized by Congress in 1948 when they established a $600.00 income tax deduction for each child. An inattentive Congress has allowed inflation to erode the value of this deduction to around 10% of its original worth. The Treasury Department calculates that the equivalent deduction now would be $5600.00. The lack of this deduction is one major reason why mothers economically must seek employment outside the home, often against their will. This leaves the United States as the only Western industrialized nation lacking a rational social and tax policy which encourages mothers to mother.

Mothers at home are the most effective and economical child care providers. Dr. Sanford M. Dornbush of the Stanford Center for the Study of Families, Children and Youth wrote, "What do families do best? We must recognize those key interpersonal functions that are best performed one-on-one in an atmosphere of warmth and caring.

Families are still essential; there is no cost-effective substitute. Strengthening the new families is not an option; it's a necessity for society's survival." Increasing day care availability will do little to strengthen the family.

The need for each child to have a mother at home to nurture, protect and teach has, if anything, increased since 1948. Research clearly shows that inadequate bonding may occur when mother is not around for the first 4 months of life. This bonding helps establish a lasting attitude of trust of people within the infant. Changes in personnel caring for the baby between 6 to 12 months creates anxieties in children. A large percentage of day care personnel are transient. The Harvard Preschool Studies and the experience of the State of Missouri Public School System's Parents as Teachers Program demonstrate that toddlers increase their intelligence quotient and language skills when they have effective mothers at home. Kindergarten teachers complain that children coming into their classes from large day care facilities exhibit a gang mentality and are more aggressive and difficult to control than children coming from home. Recent studies indicate that latch key children are twice as likely to become drug abusers as children whose mothers are at home.

In my opinion the best way to help American children, their families and their mothers will be to significantly increase the income tax deduction for each child. This will allow more mothers to stay at home with their children either full or part time. It

would not discriminate against working mothers or against mothers at home. It would avoid the growth of another large Federal bureaucracy. For the poor, a tax credit could be given when their children are cared for in situations which will give them a head start toward education and social responsibility.

In summary, children with mothers at home develop better social traits, better academic and social skills and are less likely to become drug abusers. The great majority of mothers would rather be at home with their children; they should be to assure the maximum social and intellectual development of their children. Federal income tax policy and inflation has made this difficult for American families. Tax policy should be changed to encourage and enable mothers to stay at home or to afford really quality day care for their children. This may avoid long lasting personal and societal damage which can occur from putting infants and small children into institutional day care facilities.